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THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



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Joint Committee of the Senate and the House of Commons  
on the

# FEDERAL DISTRICT COMMISSION

*Joint Chairmen:*—The Honourable Senator F. W. Gershaw  
and  
Mr. Armand Dumas, M.P.

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## MINUTES OF PROCEEDINGS AND EVIDENCE

No. 13

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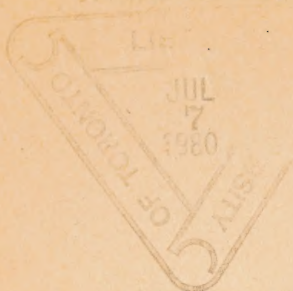
FRIDAY, JUNE 8, 1956  
TUESDAY, JUNE 12, 1956

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### WITNESSES:

Mr. D. Aubrey Moodie, Reeve; Mr. R. F. Jeffrey, Deputy Reeve; Mr. Richard Bell, Q.C., Counsel; of the Council of the Corporation of the Township of Nepean; Major-General Howard Kennedy, C.B.E., M.C., Chairman, Federal District Commission.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1956.



## MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,  
and Honourable Senators

Aseltine, W. M.  
Cameron, Donald  
Connolly, J. J. (*Ottawa West*)  
Connolly, H. J. (*Halifax*)

Dessureault, J. M.  
Lambert, Norman P.  
Reid, Thomas

## MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,  
Aitken, Margaret (Miss),  
and Messrs.

Blair, W. G.  
Buchanan, W.  
Caron, A.  
Fraser, Alan (*St. John's East*)  
Ellis, Claude  
Gour, J. O. (*Russell*)  
Hansell, E. G.  
Harkness, D. S.  
Houck, W. L.

Leduc, R. (*Gatineau*)  
Mang, H. P.  
McIlraith, G. J.  
Nowlan, G.  
Philpott, E.  
Richard, J. T. (*Ottawa East*)  
Robichaud, H. J.  
Weselak, A. B.

Antoine Chassé,  
*Clerk of the Committee.*



## ADDENDUM AND CORRIGENDUM

(Minutes of Proceedings and Evidence, Thursday May 31, 1956).

At page 450, at bottom of page, (3rd last line), after Mr. Guest: and before last paragraph:

2. Gloucester township realizes

Insert the following:

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## AREA OF AGREEMENT

The Council of the Township of Gloucester in making these submissions in relation to Federal District Commission and in particular to the Greenbelt proposals presented by the Commission wishes to first state the area in which complete agreement in principle exists, and in doing so Council believes that it is representative of the inhabitants and landowners of the Municipality.

1. Gloucester Township is keenly aware of the importance of planning the development of the area surrounding the National Capital and has the greatest respect for the work which has been done and can be done by the Federal District Commission.

2. Gloucester township . . .

## NOTES

1. A meeting of the Committee, called for Wednesday, June 6, at 3.30 p.m., was adjourned in tribute to the late Dr. J. L. MacDougall, M.P. for Vancouver Burrard, whose sudden death took place a few moments prior to the hour upon which the Committee was to meet.

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2. On Thursday, June 7, 1956, in the morning, the Committee proceeded on an informal tour of the Federal District Commission projects in the city of Hull and the town of Aylmer. Were present from the committee: Honourable Senators Gershaw (*Joint Chairman*), and Dessureault; Messrs. Caron, M.P., Dumas, M.P. (*Joint Chairman*), Fraser, M.P. (*St. John's East*), Hansell, M.P., Leduc, M.P. (*Gatineau*), Mang, M.P.; Richard, M.P. (*Ottawa East*), Weselak, M.P.

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3. On Saturday, June 9, 1956, during the morning and afternoon, the Committee proceeded on an informal tour of the Federal District Commission holdings in Gatineau Park, which included visits to Lac des Fées (Fair Lake) Parkway, Mine Road to Kingsmere; Mackenzie King Estate; Fortune Lake Parkway, Meach Lake, Harrington Lake, Lac Philippe, returning to Ottawa, via Ste. Cecile de Masham, Wakefield, Gatineau Highway (No. 11) and Interprovincial Bridge. Were present from the Committee: *From the Senate*: Honourable Senators Connolly (*Ottawa West*), Gershaw (*Joint Chairman*), Reid. *From the House of Commons*: Messrs. Caron, Dumas (*Joint Chairman*), Fraser (*St. John's East*), Hansell, Leduc (*Gatineau*), Mang, Philpott, Weselak. Also Mr. David Gourd, M.P. (*Chapleau*).



## MINUTES OF PROCEEDINGS

The SENATE, Room 368,  
FRIDAY, JUNE 8, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 10:30 o'clock a.m. Mr. Armand Dumas, Joint Chairman, presided.

### *Present:*

*The Senate:* Honourable Senators Cameron, Connolly (*Ottawa West*), Gershaw (*Joint Chairman*) and Lambert.

*The House of Commons:* Messrs. Blair, Caron, Dumas (*Joint Chairman*), Fraser (*St. John's East*), Gour (*Russell*), Hansell, Mang, McIlraith, Nowlan Philpott, Robichaud and Weselak.

*In attendance:* *From the Council of the Corporation of the Township of Nepean:* Mr. D. Aubrey Moodie, reeve; Mr. R. F. Jeffrey, deputy reeve; Mr. W. T. Stewart, councillor; Mr. Andrew McLean, clerk; Mr. Richard Bell, Q.C., counsel. Also, Mr. Gordon Greer, chairman and heading a delegation from the Rural Ratepayers Committee; *from the office of the Privy Council,* Mr. R. B. Bryce, Clerk of the Privy Council and secretary of the cabinet; Mr. H. J. Hodder; *from the Federal District Commission,* Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E. chairman; Messrs. Alan K. Hay, M.E.I.C. general manager; H. R. Cram, M.E.I.C., assistant general manager; J. Edouard Handy, secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., director of planning, S. B. Wass, M.E.I.C., railway consultant, Walter Bowker, director of information; Marcel Couture, chief accountant.

The Committee considered a brief submitted by the Council of the Corporation of the Township of Nepean.

Mr. D. Aubrey Moodie, reeve, was called. He read the brief, and was assisted by Mr. Andrew McLean, clerk of the Township.

It being 12:20 o'clock when the reading of the brief was completed, and owing to the fact that the members of the Committee wished to attend the funeral of the late Dr. J. L. MacDougall, M.P., for Vancouver-Burrard, it was agreed that the questions to be directed to the reeve and his associates, pertaining to the various points raised in the brief, be deferred to a subsequent sitting of the Committee.

At 12:30 o'clock p.m., the Committee adjourned to meet again at 10:30 a.m., Tuesday, June 12, 1956.

TUESDAY, JUNE 12, 1956.

The Committee met at 10.30 o'clock a.m. Mr. Armand Dumas, Joint Chairman, presided.

### *Present:*

*The Senate:* Honourable Senators Aseltine, Connolly (*Ottawa West*), Gershaw (*Joint Chairman*), Lambert and Reir.



*The House of Commons:* Messrs. Blair, Caron, Dumas (*Joint Chairman*), Fraser (*St. John's East*), Gour (*Russell*), Nowlan, Philpott, Richard (*Ottawa East*), and Weselak.

*In attendance:* From the Council of the Corporation of the Township of Nepean: Mr. D. Aubrey Moodie, reeve; Mr. R. F. Jeffrey, deputy reeve; Mr. W. T. Stewart, councillor; Mr. Andrew McLean, clerk; Mr. Richard Bell, Q.C., counsel. Also, Mr. Gordon Greer, chairman, heading a delegation from the Rural Ratepayers Committee; from the office of the Privy Council, Mr. H. J. Hodder; from the Federal District Commission: Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., chairman; Messrs. Alan K. Hay, M.E.I.C., general manager; H. R. Cram, M.E.I.C., assistant manager; J. Edouard Handy, secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., director of planning; S. B. Wass, M.E.I.C., railway consultant; Walter Bowker, director of information; Marcel Couture, chief accountant.

The Committee resumed from Friday, June 8th, the adjourned consideration of a brief submitted by the Council of the Corporation of the Township of Nepean.

Mr. D. Aubrey Moodie, reeve was recalled. He was questioned on various aspects of the brief presented on Friday, June 8th. During his examination, the witness was assisted by Messrs. R. F. Jeffrey, W. T. Stewart and Richard Bell, Q.C.

At 12.15 p.m., the examination of Mr. Moodie still continuing, the said examination was postponed until the afternoon sitting.

The Committee took recess.

The Committee resumed at 3.30 o'clock p.m. Mr. Armand Dumas, Joint Chairman, presided.

*Present:*

*The Senate:* Honourable Senators Aseltine, Connolly (*Ottawa West*), Desureault, Gershaw (*Joint Chairman*), Lambert and Reid.

*The House of Commons:* Miss Aitken, Messrs. Blair, Dumas (*Joint Chairman*), Fraser, (*St. John's East*), Gour (*Russell*), McIlraith, Philpott, Weselak.

*In attendance:* The same persons as are listed in attendance at the morning sitting.

The examination of Mr. Moodie was continued and he was again assisted by Messrs. R. F. Jeffrey, W. T. Stewart and Richard Bell, Q.C.

At the conclusion of the presentation by the Council of the Corporation of the Township of Nepean, it was agreed that the Committee hear Major-General Howard Kennedy, chairman of the Federal District Commission, in relation to certain points raised during the presentation of the Nepean's brief.

Major-General Howard Kennedy was, therefore, recalled. He read a statement upon which he was briefly interrogated, and he was retired.

The presiding chairman (*Mr. Dumas*), thanked Reeve Moodie and other officials from the Township of Nepean for their attendance and for their contribution to the deliberations of the Committee.

At 5.40 o'clock p.m. the Committee adjourned to meet again at 10.30 o'clock a.m., Thursday, June 14, 1956.

Antoine Chassé.  
Clerk of the Committee.

## EVIDENCE

JUNE 8, 1956.  
11.30 A.M.

The Presiding CHAIRMAN (*Mr. Dumas*): Gentlement I see a quorum.

We have for consideration this morning a brief submitted by the council of the corporation of the township of Nepean. The brief will be read by Reeve Moodie, and he will be the principal witness.

We have here with us this morning from the corporation of the township of Nepean, Mr. Moodie, the reeve; Mr. Jeffrey, the deputy reeve; Mr. Stewart, a councillor; Mr. McLean the township clerk. We have also Mr. Richard Bell who is counsel for the township of Nepean. I will now call on reeve Moodie to read his brief.

**Mr. D. Aubrey Moodie, Reeve, Township of Nepean, called:**

The WITNESS: Mr. Chairman, honourable members, ladies and gentlemen, we also have with us Mr. Greer, who is representing the rural ratepayers committee as chairman of that committee. He was appointed by the rural ratepayers last December. We also have several of our ratepayers from the township.

I realize that several of your members have been very busily engaged this week, and possibly you would like to have a larger gathering here of your committee. If it should be your wish, or the wish of any of your members that you would rather hear us some other day, I would consent to that, Mr. Chairman. If you are prepared to go ahead today I am prepared to present this brief.

The Presiding CHAIRMAN: We are ready to hear you today Mr. Moodie.

The WITNESS: Is it your wish that the clerk explain the location of the township on the map?

The Presiding CHAIRMAN: That is perfectly all right.

Mr. MOODIE: The township clerk Mr. McLean will show the location of the township on the map.

Mr. A. G. McLEAN (*Township Clerk*): The township of Nepean borders the city of Ottawa at a point commencing at the corner of Fisher avenue and the Base Line road just south of the Experimental Farm. Our border follows along the Base Line road to a point between lots 18 and 19. That brings you out on highway 17. The well known point there is the drive-in theatre. Then our northerly border is the Ottawa river. This takes you to a point on the Shirley's Bay establishment of the Defence Research Board and associated properties. From that point we go directly south to a point near the village of Richmond. Richmond is in another municipality and is a municipality in itself.

Then the line returns to a point just slightly south of Manotick. Our easterly border is the Rideau river. Then we come back to a point south of the Carleton Heights establishment of the Department of Veterans Affairs. They have a large housing project out there. Our northeasterly boundary is the city of Ottawa—the township of Gloucester to the Ottawa river, and down on the west the townships of Marlborough and on the south the township of North Gower.

The Presiding CHAIRMAN: Thank you Mr. McLean.

The WITNESS:

### *Section I—Appreciation.*

The Council of the corporation of the township of Nepean is grateful for the opportunity of submitting its opinions and proposals to the joint committee. The council believes that the submissions made in this brief represent the opinions of the great majority of the ratepayers of the township of Nepean, whether rural or urban.

The council hopes to express these opinions with clarity and directness and thereby to make a contribution to the important work of the joint committee.

### *Section II—Historical Background*

To place the present position in proper perspective and to achieve a full understanding of relations between the township of Nepean and the city of Ottawa as a municipal unit and as the national capital, a brief historical outline is desirable.

#### *(a) The Township of Nepean as a Geographic Unit.*

The township of Nepean was the earliest surveyed in this area, being laid out immediately after the formation of the province of Upper Canada in 1791. It was the only township surveyed in this area until after 1800.

It was situated in the angle formed by the south bank of the Ottawa river and the west bank of the Rideau river.

Thus, all of the city of Ottawa lying west of the Rideau river (and until 1950, that was all of Ottawa, except the community of New Edinburgh) has been carved out of the township of Nepean by successive annexations.

Much of the present township of Nepean was settled before the present site of Ottawa and many of the present Nepean farms are in the ownership of the direct descendants of the pioneer stock. We emphasize this, at the outset, to repudiate wholly and finally that Nepean ratepayers are engaged in speculation or in exploitation of land.

#### *(b) Early Annexations*

Bytown was incorporated in 1847 and achieved for the first time, a municipal existence separate from Nepean, in 1848.

From that time until 1887, Bytown and Ottawa were 1829 acres in extent. In 1887, the village of New Edinburgh was annexed from the township of Gloucester, the only part of Gloucester annexed until 1950.

From the township of Nepean, there were until 1950, the following annexations:

<i>Date</i>	<i>Area</i>	<i>Acreage</i>
1st Jan. 1889	Stewarton, Rochesterville, Mount Sherwood and Orangeville .....	1131·3
27th July, 1907	Bayswater .....	291·7
16th Dec., 1907	Hintonburgh .....	473·9
16th Dec., 1907	Ottawa South and Rideauville .....	380·4
16th Dec., 1907	Ottawa East .....	458·4
4th Feb., 1909	Adjacent to Bayswater .....	80·8
13th March, 1911	Mechanicsville .....	118·9
1st March, 1946	Veteran's Housing Project No. 1 at Merivale Road .....	29·2
10th Jan., 1947	Veteran's Housing Project No. 2 .....	71·0

Total acreage annexed to 1950 ..... 3035·6 Acres



It is evident that the history of Nepean is that of a succession of annexations, with consequent disruption of municipal administration. Each generation has been faced with a rebuilding of municipal administration in Nepean following the periodic severance of the more populous areas.

(c) *Annexation of 1950*

Effective the 1st of January, 1950, the city of Ottawa annexed 7420 acres of Nepean, almost  $2\frac{1}{2}$  times the total acreage annexed in all previous annexations.

The complete then built-up area was taken by the city of Ottawa, and the township of Nepean was left as an almost exclusively rural municipality. That it would so continue was the general expectation at that time.

(d) *Position of Nepean after Annexation of 1950.*

As of the 1st of January, 1950, Nepean was left without any municipal staff or municipal buildings, except the township hall (which is located four miles within the western city limits). It had no fire hall, no police station, no township garage, no health unit—all had been taken away. It had no clerk, no fire department, no road department, no assessment department, no municipal staff of any kind. It had but limited financial resources. I might say, gentlemen, that 85 per cent of our assessment was also taken at that time.

In the face of this disruption of municipal administration, it is a matter of pride for the present council to be able to state that planning in the township of Nepean, zoning and restrictive control, municipal administration generally, has been and is at least the equal of any other municipality in the area, including the City of Ottawa.

(e) *Development since 1950.*

Although the council of the township of Nepean neither encouraged nor promoted it, urban development within the township commenced soon after annexation and proceeded rapidly. The reasons for this will be dealt with later.

The impression has been sought to be created that this urban development has been unplanned, uncoordinated and lacking in proper zoning. The council of Nepean repudiates such suggestion entirely; its falsity will be demonstrated by personal inspection. Subdivision development in Nepean is that of well-planned, pleasant, moderate priced homes, erected to at least C.M.H.C. standards, now occupied by persons with a pride of ownership and community spirit worthy of any area. We state confidently that development in Nepean is in no way inferior to development within the city limits during the same period, and in no way inferior to similar developments in or near other cities.

The council of Nepean is tired and resentful of having the development within its territory represented as a liability to the national capital. We assert and the fact is that it is an asset to the national capital as well as to our township.

Without this development, the prevailing shortage of homes in the national capital area would be much more pronounced.

Further, there has been no lack of zoning, but an aggressive program of restrictive zoning, proceeding at least as rapidly as in the city of Ottawa and other municipalities.

(f) *Extent of Development.*

The extent of development is shown by the following statistics taken from the clerk's return showing total population and assessment from 1950.

<i>Year</i>	<i>Population</i>	<i>Assessment</i>
1950	2508	2,673,900
1951	2702	3,079,850
1952	3055	3,909,800
1953	4055	4,988,375
1954	5535	6,068,150
1955	7082	7,076,650
1956	8167	8,412,550

(g) *School Sections.*

An exceedingly important factor in the municipal administration of Nepean is the school section and it is mentioned here because community planners are generally urban minded and forget this aspect of the Ontario educational system.

In Nepean, there are now 19 public and separate school sections each one of which must be given individual consideration in over-all planning. This will be dealt with in greater detail later.

*Section III—Nepean cooperation with Federal District Commission and City of Ottawa.*(a) *Approval of National Capital Plan.*

From earliest times, councils of the township of Nepean have sought to cooperate with federal authorities and Ottawa municipal authorities in the development of the plans for the capital. This will continue.

When the greater Ottawa plan was presented in 1947, the then Minister of Planning and Development, Hon. Dana Porter, sought the opinions of the municipalities.

By letter dated January 14, 1948, the clerk of Nepean wrote Mr. Porter as follows:

Following your letter of January 2nd, and the submission of report and plans of the national capital planning committee, the township council has given the whole matter careful consideration and I am pleased to advise that this board has gone on record as approving the greater Ottawa plan, as tabled in principle (sic).

From the position then taken, prior to annexation, the council of Nepean has never receded.

But, as will appear later, we have had, from time to time, difficulty in keeping ourselves informed as to what the actual plan may be.

(b) *Desire to Cooperate.*

Nepean authorities are anxious and willing to cooperate with each and every authority responsible for planning in this area, but we emphasize that this must be a two-way street.

Cooperation does not mean that the Nepean council is to be confronted, from time to time, with ready made plans, in respect of which there has been a complete absence of consultation, and be expected to accept those plans without discussion or amendment.

To date, no attempt has been made by federal authorities or the city of Ottawa to make cooperation a two-way street. If we are not to be consulted

at the policy-making stage, it is difficult for us to conform at the administration stage.

*(c) Non-representation and Non-consultation.*

From annexation in 1950 until January, 1955, the township of Nepean was totally without representation on any planning body. In January, 1955 the reeve was appointed a member of the Ottawa planning area board. Thus, during most of the formative planning period, the council of Nepean was wholly without representation and thereby wholly without knowledge of what was transpiring.

There has been an almost total absence of consultation. Only on one occasion has the Federal District Commission approached township council in relation to the over-all plan.

The minutes of council for the 1st of April, 1953, contain the following:

Messrs. Watson Sellar and Alan K. Hay discussed a proposed by-law for zoning the area in and around the proposed Greenbelt. The cooperation of Nepean and Gloucester township is essential to the plans of the Federal District Commission as the authority for restrictive area by-laws rests with the municipalities and the Ontario Municipal Board. Mr. Sellar suggested that the expense for such technical advice as may be required would be borne by F.D.C. It was also suggested that all land owners within the Greenbelt be guaranteed a floor price if they wished to dispose of their holdings but the hope was expressed that farmers would continue operations undisturbed. While no commitments were made it was agreed that council would cooperate on a zoning by-law.

At this meeting, it was understood that one-half acre zoning restriction would probably meet requirements.

Informally, it was indicated later to the reeve that the proposals of Mr. Sellar and Mr. Hay had not been approved. From that day to this, no formal communication regarding the then proposals and the agreement of council has reached Nepean.

The only other consultation with F.D.C., was the meeting held last November, confined to the single subject of the so-called Greenbelt, which will be dealt with in detail later. This conference broke down because it was insisted that the Greenbelt be approved as a principle before any discussion of compensation could be undertaken.

From time to time, there have been consultations with the city of Ottawa but the attitude of city officials has been less than cooperative. Typical was the incident of the official highway plan. After it had been signed and sealed by the city of Ottawa, it was presented to Nepean for immediate execution. Our council was not consulted in its preparation, although many of the highways ran through our territory. Yet, we were expected automatically to approve. The Nepean council respectfully declined.

Equally typical is the fact that although the proposed Queensway traverses an important section of Nepean never has the council been advised of any of the plans; never has an approach been made to it by any body, federal, provincial or municipal.

Most of what the council of Nepean can learn of proposed plans for the area, it learns from the press, in news stories not infrequently inferring that Nepean is uncooperative.

The council of Nepean is not composed of sensitive men, but it does expect that cooperation and consultation shall be real and genuine. What has existed to date is a sham and pretence.



(d) *Existing Restrictions and Zoning.*

(1) *Earlier Zoning*

Virtually all developed areas annexed to Ottawa in 1950 had been zoned by Nepean through the enactment of restrictive by-laws pursuant to Section 390, Municipal Act. The annexed portion of Nepean was much better zoned than most of the older section of Ottawa.

(2) *Zoning Agreement at time of Annexation.*

The original annexation order of the Ontario Municipal Board had covered 13,000 acres. When by agreement this was reduced to 7,420 acres, it was provided in the Annexation Agreement.

"5 . . . Zoning: that the township will undertake to regulate the development in the area covered by the order of the Ontario Municipal Board but not now being annexed, so as to conform to the city's plan for its ultimate development."

Pursuant to this agreement, the Nepean Council enacted by-law 1569, a strict restrictive area by-law covering the complete township and submitted it to the Ontario Municipal Board for approval. There is no doubt that this by-law conformed fully to national capital plan thinking at that date.

This application was heard on the 25th of January 1950. The by-law was vigorously opposed by ratepayers from various sections of the township.

The council requested the late John M. Kitchen, consultant of the National Capital Planning Committee, who was in the hall, to give evidence on the desirability of this restricted area by-law, but he declined. The council received no support from any planning authorities and the Ontario Municipal Board adjourned the application.

(3) *New Approach to Zoning.*

Nepean council made various subsequent attempts to draft a suitable township-wide restrictive area by-law, but finally reached the conclusion that it was impractical.

Council then tried the alternative approach of zoning by school sections and this work is proceeding rapidly and satisfactorily.

The only practical approach is the school section approach. If a restrictive by-law places all industrial or all commercial development in one school section, all the other sections suffer and will be unable to support their educational requirements.

(4) *Zoning By-Laws Enacted and Approved.*

After annexation, only a small section immediately west of the city limits and a section to the south was zoned, they being still covered by the old Britannia by-law and old Carleton Heights by-law enacted to cover those areas as well as the parts annexed.

Since then restrictive by-laws have been enacted and approved covering the following areas:

(a) St. Claire Gardens

(b) Meadowlands

(c) Rocky Point

(d) Pine Glen

(e) Bell's Corners

(f) Crystal Bay (This by-law still awaits final approval.)

(g) Fisher Heights (by-law being prepared at present time).

In all recent approvals of new subdivisions, it has been a condition of approval that the owner consent to the enactment of a restrictive area by-law. The fact is that all developed or developing areas of Nepean are under restrictive area control and are properly zoned.

(5) *Subdivision Control Restrictions.*

In 1947, the Nepean council enacted by-law 1495, pursuant to the Planning Act of Ontario, outlining a so-called "Pink-Belt" in which transfers of property could not be registered unless:

- (a) the land was described on a registered plan of subdivision;
- (b) was 10 acres or more;
- (c) was the whole part remaining to the grantor of one parcel described in a registered conveyance to him, or
- (d) was approved by the Ottawa Planning Area Board.

Thus, since 1947 all transfers within this Pink Belt were rigidly restricted. It is not easy for a local township council to explain to descendants of pioneers that they cannot sell their land held in the family for generations without the approval of a planning board on which for 5 years Nepean had no representation.

When development proceeded southerly, the area of subdivision control was greatly expanded by by-law 11-55 of the 18th of March, 1955.

Accordingly transfers of land in a large section of Nepean, are under the full control of the Ottawa Planning Area Board.

(6) *Area Restriction.*

The Nepean by-laws prescribe a minimum of 15,000 square feet, with a minimum frontage of 100 feet.

With central water supply, the area may be reduced to 7,500 square feet.

These restrictions are the equivalent of those imposed by any other community in Ontario.

(7) *Building By-law.*

The Township of Nepean has enacted a completely modern and thoroughly up-to-date building by-law - No. 23-55, of the 16th of August, 1955. Gentlemen, we have had a bylaw since 1939, but this was an amended by-law which was put in on August 16, 1955. It is enforced by a full-time building inspector.

The standards of building set forth in this by-law exceed C.M.H.C. specifications and are certainly the equal of the city of Ottawa.

Septic tank requirements are in excess of the provincial code. Rigid control of building is enforced by the necessity of four permits:

- (a) The building permit itself.
- (b) Plumbing permit.
- (c) Well permit.
- (d) Septic tank permit.

The specifications for building in Nepean are fully in accordance with the best accepted standards any place in Canada.

The inference which is sought to be left that undesirable building is taking place in Nepean is wholly repudiated. Some palatial homes have been built in the township; many more moderate priced homes have been and are being erected. All of them are an asset to any community.

### (8) *Requests for Zoning.*

Never has the council received from the federal District Commission or the city of Ottawa any request for the enactment of the type of restricted area by-law contemplated by section 390 of the Municipal Act.

The agreement made with Ottawa at the time of annexation referred to in paragraph (d) (2) has been complied with by the township.

The accepted type of zoning or restrictive by-law has been enacted progressively and in this respect, Nepean is ahead of Ottawa itself and most other municipalities.

### (e) *Summary.*

This outline of the zoning, building control and subdivision control actions by township council has been presented to show that Nepean has lived up fully to its municipal responsibilities. Those matters which are properly within its jurisdictional responsibility have been attended to in the best manner possible by the township council with the resources at its command.

The council of Nepean is proud of the type of development which has taken place within its boundaries. It has nothing to apologize for to the city of Ottawa or the federal government for any development, present or projected, within the township. The development has taken place without the encouragement or the promotion of the township council, but it is nonetheless a development which does credit to the national capital and which assuredly does not deserve the approbrium which has been heaped upon it by alleged planners. Nepean denies completely that this development constitutes a problem for the national capital. In particular, it denies that the development has been haphazard. It is well planned and well executed.

The council of Nepean has enacted all measures of zoning, building control and subdivision control which it is appropriate and proper for a democratic municipal council to impose upon its ratepayers. These are all the controls necessary for the proper planning of a city or township. If, which we deny, there is a need for additional controls by way of the provision of a so-called Greenbelt, it is not the responsibility of the municipal council to impose upon its ratepayers.

In his evidence to the joint committee, Mr. Stewart Bates stated: (p. 295).

"...the growth around the city of Ottawa is no different than the growth around the cities of Halifax, Saint John, Montreal or anywhere else ..... in fact, perhaps Ottawa is one of the first that has a planning board which tries to bring in adjacent townships."

If Ottawa, by reason of being the national capital, is to be insulated from what is admittedly the general pattern, the municipal council of a neighbouring municipality cannot have imposed upon it that responsibility.

We are not aware of any municipality whose development is so completely under the control of other bodies. We do not believe that our ratepayers would approve any further surrender of the municipal powers vested in us by the legislature of Ontario.

### *Section IV—The Greenbelt as a Principle of Planning.*

The council of the Township of Nepean has not been convinced that the so-called Greenbelt is either sound in principle or will accomplish in practice what is expected of it. In fact, it will create more problems than it will solve. It is a negative, repressive, coercive approach. It is discriminatory and confiscatory. We propose to analyze the principle in some detail. To do so, it is necessary to understand why the urban development has taken place outside the expanded city limits.



(9) Why development outside city limits—

Mr. Stewart Bates in his evidence (p. 296) stated:

On this side of the Greenbelt and within the city of Ottawa, there are still some 30,000 lots available for building houses.

What was not stated was how many lots are available upon which building permits would now be granted.

The township of Nepean has no direct knowledge of this matter, but it is common knowledge that unless some of the builders can acquire serviced land in the near future, they will be out of business.

Scarcity of serviced land within the city limits has driven the price of 50' x 100' lots to more than \$5,000. Raw, unserviced city land bounded on one side by services is selling as high as \$8,000 per acre. It is not speculators who are paying these prices: it is legitimate builders trying desperately to stay in business. When these prices are commonplace what can happen but a bursting out?

The council of the Township of Nepean does not disagree with the planning theory of development from the centre in concentric circles, but it is an essential prerequisite that serviced land be available for development in orderly fashion. To talk of 30,000 lots when there are only a handful available for development is to be-cloud the issue.

Had there not been a development in Gloucester and Nepean during these past few years, where would the houses have been built? To what price would land have been driven within the city limits?

The positive approach, the progressive approach to this whole problem is to tackle it in the orderly manner of providing serviced land in progressive stages in advance of need, and competition will restore the price level and bring about building from the centre.

In other days, cities developed in an orderly manner before the community planners dream of pre-payment of all services caused a scarcity of land.

The Greenbelt is merely a repressive measure to take care of the shortcomings of planning for services, the failure to assemble land and to offset, the positive imposition of obstacles in the way of the genuine subdividers. Mr. Bates stated that land was "the scarce item" and since 1950, of the increase in the cost of a home "almost four-fifths" has been in the price of land. The true approach therefore is to ascertain why with 30,000 lots within the city limits, land is "the scarce item". A positive program of land development will succeed in promoting orderly development from the centre whereas the imposition of Greenbelt controls will simply confuse the whole problem.

(b) *Is a Greenbelt Zoning Control?*

So far in the joint committee, the question of a Greenbelt has been treated as a zoning problem and General Kennedy and Mr. Bates have persisted in stating that it has not been possible to secure agreement on these "zoning controls."

The council of Nepean wholly disagreed that the imposition of Greenbelt is a "zoning control."

There is major difference between restrictive area by-laws under section 390 of the Municipal Act (the only municipal authority to zone) and the proposed Greenbelt. Zoning by-laws are designed by the ratepayers for the benefit generally of the ratepayers within the zoned area of that municipality. The Ontario Municipal Board will not impose restrictions unless the ratepayers are in a general agreement. In general, a restrictive by-law protects all the ratepayers within the zoned area and is for their benefit.

The Greenbelt on the other hand is not for the benefit of any of the ratepayers within its boundaries; on the contrary, it is to their grave detriment, since there can be no doubt that it would deprive the owners of an established present value of their lands—not a prospective value, be it noted, but a present existing, established value.

Unlike a zoning by-law, which is for the general benefit of persons within the zoned area, a Greenbelt, if it has any benefit, is for the benefit of those outside the zoned area, is for purposes wholly dissociated with the enhancement of the value of the ratepayers' property.

A municipal council is only the instrument of its ratepayers and it is wholly beyond the realm of practicability to expect any municipal council so to act in direct opposition to the interests of its ratepayers.

If some overall national policy requires a Greenbelt, with which suggestion Nepean does not agree, then the national government must adequately compensate the Nepean ratepayers. Certainly, it must not expect the Nepean council under the phony excuse of "zoning" to deprive its ratepayers of the present values of lands which they and their forefathers have held for generations.

*(c) If Principle Sound for Ottawa, then Sound Elsewhere.*

If the negative approach of repressing development in a defined area is sound for the area outside Ottawa, then presumably it is sound in other communities. Is a principle to be established generally whereby land owners just outside each urban area, whether it be St. John's or Halifax, Regina or Calgary, are to be deprived of the right to sell their lands for development? Who is to undertake the task of compensation in these other communities?

*(d) What if a Greenbelt had been imposed earlier?*

Presumably, if, in principle, a Greenbelt is sound now, it was equally sound at the time of the Holt report in 1915.

Had such a Greenbelt plan been then invoked, undoubtedly the boundaries would have been drawn at Island Park Drive or farther east.

What would have been the result? Under the plan, all land from Island Park Drive, west to the present city limits, having been acquired by the government would have been developed under government ownership.

Bit by bit, it would have been sold for development or the city would have exploded beyond its boundaries.

The government of Canada would have been the principal speculator in land.

The present planners say that there is land sufficient for 600,000 people and at their figure, development must stop. King Canute had a similar idea.

In 1915, the Holt planners would have been "hard put" to envisage 250,000 people. Suppose they had tried by artificial means to impose such a static limit?

The council of Nepean has no confidence that, today, all-wise planners can forecast that the national capital shall be a city of a stated number of persons and then must stop. Such a static condition will only lead to overcrowding and slum development.

The council of Nepean believes that conditions should be made attractive and desirable for development in concentric circles, but it has too much reading of history to believe that Canadians of pioneer stock will tolerate being ordered by any government at any level where they shall establish their homes. The tyranny of the Greenbelt is more than Nepean citizens are prepared to tolerate.

*(e) The excuses for a Greenbelt*

The F.D.C. brief enumerated seven reasons for a Greenbelt and then summarized them (p. 67) "In effect, it might be said that the Greenbelt is the acquisition of federal lands in advance of need."

The Greenbelt proposal has been to the forefront for nine years. Only recently has there been any suggestion of compensation. Until now, the complaints have been against Nepean and Gloucester for not imposing it by by-law. How can it be said to be the responsibility either of Nepean ratepayers within the Greenbelt or Nepean ratepayers generally to provide for "the acquisition of federal lands in advance of need." Yet, planted news and editorial comment has sought to charge Nepean and Gloucester with obstruction. This we resent and deny.

At p. 65, the reasons are set forth as follows:

(a) "Control the physical limits of the metropolitan area"—How is that the responsibility of Nepean ratepayers? Is it any more practical today that it would have been at the time of the Holt Report?

(b) "provide sites for government buildings in the future" Surely these sites can be purchased without embarking upon the Greenbelt experiment. It is not usual to acquire 38,000 acres to supply perhaps 500 needed.

(c) "prevent rural slums". How can it be suggested that under present building standards in Nepean, a rural slum could arise? The prevention of a rural slum is said in the brief to require building on more than five acres. The council of Nepean is practical enough to know that this is the surest way to promote so called "rural slums." No ordinary householder can maintain 5 acres to proper standards. The Greenbelt will become the "weed belt."

(d) "protect access roads"—Surely there is no difficulty in doing that without a Greenbelt. It is done elsewhere.

(e) "protect farms against urban uses." We think Nepean councillors will be as well able to look after the farmers of Nepean as the F.D.C. In any event, the problem would only be transferred outside the Greenbelt.

(f) "collection centres for civil defence."—If collection centres are desirable, let them be purchased in the proximity of access roads. Surely the existence of open, undeveloped lands remote from access roads is of little value.

(g) "a physical limit to the national capital." This is merely another way of stating (a)

Each one of these reasons, except perhaps (e) is a national as opposed to a municipal purpose. If they are required purposes, then we respectfully submit that Nepean ratepayers ought not to be penalized in providing them.

*(f) Effect of Imposing a Greenbelt*

When the pent-up demand for land exists and is not satisfied within the city limits, the only effect of imposing a Greenbelt will be to cause such development to "leapfrog" over the Greenbelt and start outside.

The national capital plan contemplates satellite communities but has taken no step to plan them.

Already, because of the proposed Greenbelt restriction, sporadic subdivisions are springing up beyond the Greenbelt. The so-called fringe development will be on the outer fringe of the Greenbelt, though within the national capital area. The development in that area will be much more difficult to control than in its present location. At the present time, it is outside the area of subdivision control.



The present alleged disease is fringe development. The cure will be much worse than the alleged disease.

(g) *The Greenbelt as an interference with property rights*

Earlier in this brief, it has been emphasized that most properties within the proposed Greenbelt are owned by the descendants of pioneer families. In no sense are lands being held for speculation.

To freeze the use is to depreciate the value and it is doubtful whether upon expropriation, compensation will be adequate. The F.D.C. has spoken of "future or prospective values". It is not a question of future value. It is established present value. Offers of \$1,500.00 and higher per acre of land are known to the council. That sales of properties have been lost simply by reason of the newspaper publicity regarding the Greenbelt is well known to council.

It is these established values which it is proposed shall be destroyed by some artificial line drawn by some officials in locations for which the reasons are at least obscure.

The discrimination as between neighbours is a factor resented by Nepean ratepayers. On one side of an artificial line, land is worth \$1,500 per acre; on the other side of the artificial line the price is to be driven down to a fraction.

A municipal council cannot be expected to enact a by-law destroying established values. If it did, experience demonstrates that the Ontario Municipal Board would never approve over the violent opposition of affected ratepayers.

If national purposes require the Greenbelt, then, only the national exchequer can compensate adequately for the destruction of property values.

In the 9 years that the Greenbelt has been talked about, it has been an upsetting and disturbing factor in Nepean. It has scared away potential development, both industrial and residential. The loss to ratepayers cannot be estimated.

Whatever the decision, we urge that the matter be brought to finality now. The confusion has gone on too long already.

(h) *Summary*

On the principle of a Greenbelt the views of the Council of Township of Nepean may be summarized as follows:

(1) The Greenbelt is a wholly theoretical approach, which will not solve the problem of orderly development.

(2) It is negative and repressive and contrary to Canadian traditions.

(3) It is discriminatory, confiscatory and a wholly unwarranted invasion of fundamental property rights.

(4) It will create beyond its limit problems far greater than presently exist.

(5) An orderly program of land assembly and provisions of services at reasonable cost is the positive alternative. Let some of the alleged 30,000 lots, within the city of Ottawa, be put to work.

(6) An attempt to enforce, by coercion, where people shall establish their homes, is foredoomed to failure.

(7) The time, thought and effort spent on this wholly impractical plan would be far better spent in the positive and dynamic aspects of planning—the provision at reasonable prices of lands where our citizens may establish homes and gain the sturdy independence which Canadians value.

*Section V—If a Greenbelt, under what Condition*

If, contrary to our respectful submission, the joint committee decides to recommend to parliament the expropriation of land for a Greenbelt, the council of Nepean then submits that the following matters be dealt with precisely and definitely:

*(a) Compensation*

If land owners are to be disrupted and their normal property rights interfered with, they should be justly and properly compensated, including adequate allowance for forcible dispossession. The loss to owners will be considerable, both present and prospective. The principle of compensation ought to be clearly set forth in the committee's recommendations.

We find it difficult to understand the actual F.D.C. proposal. At p. 67 of the Evidence (p. 75 of the brief), the statement is made:

...the commission therefore recommends that its share of the establishment of the Greenbelt be the purchase of as much land as is considered necessary in the heart of the belt area.

What exactly does this mean? Considered necessary, by whom? In the heart of the belt area. What does that indicate?

Does this mean that the commission will go "leapfrogging" around purchasing land haphazardly? If not, what exactly does it mean?

Is one farm to be purchased and paid for at perhaps \$1,000 an acre, but the neighbouring farm to be eternally frozen to the use of the birds and the bees without compensation to the owner?

Further, when we divide the total number of acres proposed to be part of the Greenbelt (38,000 in Ontario and 30,000 in Quebec) into the total proposed amount to be voted for land acquisition (\$15,000,000 to \$20,000,000) we are unable to ascertain a realistic figure per acre. It may be that much of the land in Quebec has already been acquired or being rocky has low acreage values. But, some clarification of this should be given by the commission.

*(b) Definition of Municipal Responsibility*

In his evidence, Mr. A. K. Hay has indicated that the municipalities would have to undertake to do "certain zoning".

We have already made it clear that we believe it is beyond the responsibility of a municipality to enact a restrictive area by-law providing for the permissible uses set forth in the F.D.C. brief (evidence p. 64; brief, pp. 69 and 70). Such restrictions were never contemplated by Section 390 of the Municipal Act and the ratepayers of Nepean would deal effectively with any council which purported to pass such a by-law.

We do not know what the F.D.C. contemplates by "certain zoning". This will require detailed clarification. Nepean has never been told what is expected.

*(c) The Boundaries*

As of the present time, there are three Greenbelts.

1947—Ottawa Planning Area Board.

1950—General Report Plan for the National Capital.

1955—Federal District Commission and Ottawa Planning Area Board.

All differ materially.

This hopelessly confused situation must be rectified at once. Presumably, the 1955 plan is the best considered. In our opinion, it has many flaws.

At page 210 of the evidence Mr. MacDonald of the F.D.C. indicated that the boundary "has been discussed with both townships." The council of Nepean has no knowledge of the boundary being discussed with any official of Nepean and takes no responsibility for the boundary.

We would point out that the boundaries as set forth on the plan run in accordance with no pattern and appear to have been laid out without consideration of ownership. Many farms are cut diagonally or are otherwise divided. To place a farmer with part of his farm in the Greenbelt and part out is too ridiculous to require comment.

We submit, that if there is to be a Greenbelt, it ought to be squared back to the road allowances or at the very least to the lot lines.

The delineation of a single Greenbelt and the release of all other property from the earlier Greenbelts (and the communication of the fact to all government agencies) seems but elementary. Yet, the existence of the three Greenbelts has already resulted in the heavy loss to more than one Nepean ratepayer. Council is aware of one prospective sale at an attractive figure which was lost because the purchaser couldn't reconcile information received from F.D.C. and C.M.H.C.; F.D.C. said it wasn't in the Greenbelt; C.M.H.C. said it was.

In the reconsideration of the boundary, some consideration will need to be given to the boundaries of school sections. In the 1955 outline of the Greenbelt, seven school sections are divided. This is a serious matter. Land expropriated by the federal government is unavailable as security for a debenture issue. In some of these areas, new schools will be needed. In one school section, namely No. 11 (Greenbank) the position will be especially complex. The land between the Baseline and C.N.R. has been expropriated already, whether for National Defence Headquarters, or some other purpose, has not been disclosed; the land immediately south of the C.N.R. is proposed for industrial use (evidence, page 58), some land is presumably available for residential development and then the greater part of the remainder of the section is in the Greenbelt. The consequent disruption in educational matters will require detailed consideration and ought to be considered in laying out the boundary.

#### (d) *Reconsideration of Permissible Uses*

As practical men the Nepean council can only characterize the proposed permissible uses set forth (page 64 of evidence; pages 69 and 70 of brief) as a community planner's nightmare. With respect, they are wholly lacking in reality.

Cattle, horses and sheep may be kept on  $5\frac{1}{2}$  acres of land, but the raising of frogs requires 20 acres. Hogs may be kept on  $5\frac{1}{2}$  acres, but goats require 20 acres.

Specialty farming in (e) requires 20 acres but the general agricultural uses take less acreage.

Why should it be necessary to have three acres for a library? Who is going to maintain the premises? The cost of acquiring the land and the cost of maintenance of the land in itself would prevent the establishment of a library. Three acres for a church? Who will maintain the premises? We are proud of our many fine churches in Nepean. All of them could be put on three acres.

A school must have 10 acres; why?



If the township of Nepean decides to build a new town hall (the present one is 4 miles inside the western city limits), it will require 10 acres. How much land does the F.D.C. propose to give to the city of Ottawa for a city hall for a municipality expected to accommodate 650,000 people?

The city of Ottawa can build its police station on less than  $\frac{1}{3}$  of an acre, but Nepean will need 10 acres. If we need a township garage, a fire hall, or any other municipal building, Nepean will have to acquire 10 acres for each.

If a farmer wants to build a house for his son, he must set aside  $5\frac{1}{2}$  acres unless he is on a county road or suburban road.

Ridiculous illustration can be piled on ridiculous illustration. The whole plan of permissible uses is ill-conceived and impractical.

The idea of building homes on  $5\frac{1}{2}$  acres is too far-fetched to be carried out. If the idea is to create country estates with great mansions, we do not believe that the money of the people of Canada should be used for such purposes. If it is for houses for persons of moderate or ordinary means, the idea is not merely impractical but positively dangerous. The holding is too small for a person to earn an adequate living therefrom and much too large to maintain merely as a residential lot. The whole countryside will be an eyesore with weedy ill-maintained parcels of land owned by discouraged over-worked landowners fighting the perpetual battle against  $5\frac{1}{2}$  acres of weeds. We repeat the Greenbelt will become the Weed Belt. A real "rural slums" will be the only result.

Last autumn was the first time that these uses were delineated. The one consultation which Mr. Sellar and Mr. Hay had with the Nepean council on April 1, 1953 (See paragraph (c) of Section III) proceeded on the basis of one acre plots and at the end, the council was left with the impression that Mr. Sellar and Mr. Hay would be satisfied with  $\frac{1}{2}$  acre plots.

Surely, a complete reconsideration of the permissible uses by practical men is indicated.

#### (e) *Effect Generally of Greenbelt.*

If farms in the Greenbelt are purchased and then rented, the general level of maintenance will be seriously lowered. The tenant farmer or alternatively the farmer whose land is under rigid control preventing enhancement in value has no incentive to improve or maintain the property.

The township of Nepean is proud of its trim, well-kept farms, maintained progressively. That will be a thing of the past, so soon as the Greenbelt is imposed.

The uncertainty with respect to the Greenbelt, during the past several years, has depreciated the value of farms within it, as farms. There has not been ready sale of farms, as farms. No one wishing to purchase would involve himself in the potential problems of the Greenbelt and probable, eventual dispossession and necessity of establishing elsewhere. The prospective freezing of use has already depreciated farm values.

Progressively, the maintenance of properties will go downhill, with consequent effect upon the scenic values of the area surrounding the national capital. The whole scheme of beautification may be frustrated.

#### (f) *Summary*

In view of the Nepean council, if a Greenbelt be decided upon, a complete reconsideration of the present plan is necessary.

Boundaries and permissible uses will need to be redrawn after consultation with practical men familiar with the area.

The whole principle of adequate compensation to landowners must be clearly delineated and must include an adequate figure for forcible dispossession.

*Section VI—Central Mortgage and Housing Corporation*

The Council of the Township of Nepean believes that the action taken by Central Mortgage and Housing Corporation on July 22, 1955, and on May 9, 1956, in refusing loans is detrimental to the future development of the national capital.

This policing by indirect methods may well have the reverse effect to that contemplated. If anything could create a slum area, this action will.

The building inspector of a municipality cannot ascertain, when a permit is issued, whether the applicant has his financing completed. The withdrawal of financial support will render the task of enforcing completion of dwellings almost impossible.

It is to be noted that since July 22, 1955, support has been withdrawn for permissible uses equally as for non-permissible uses. Surely this is the best evidence of how ill-considered was the action.

The council of Nepean is wholly unable to understand why subdivisions approved by the Ottawa Planning Area Board, without protest from the Federal District Commission or the Central Mortgage and Housing Corporation, should be now deprived of financial support. When the Ontario Municipal Board has approved a plan, by what reason does an agency of the federal government refuse to recognize it? It is just for such reasons that subdivision in this area, instead of being a cooperative effort between subdividers and all levels of government, has become a battle of wits between officialdom and developers, an endless routine of unnecessary obstacles placed in the path of the enterprising developer.

Ill considered and illogical actions of this type constitute the reason that of the 30,000 available building sites within the city limits, there are only a handful ready for use.

We respectfully submit that it is a wholly unwarranted discrimination for a federal government agency to withdraw from Nepean residents who have complied with the law in every particular, the financial support which is granted to residents of other municipalities.

The effect of this withdrawal may well be disastrous in some instances. For example, the Merivale Gardens subdivision was wholly approved by all levels of government and Central Mortgage and Housing Corporation commenced the guaranty of loans upon properties within it. Some homes are now completed. What is now to happen? Is this subdivision to stop with Nepean left with the problems of streets, and so forth, of an only partly developed area? Or is it to go ahead with private loans, much less than Central Mortgage and Housing Corporation guaranteed loans, on the obvious basis of inferior dwellings? Is this sensible planning? The only undesirable new dwellings in Nepean, of which the council is aware, are a few, from which financial support in building was withdrawn.

The Nepean council recommends the immediate recommencement of regular Central Mortgage and Housing Corporation loans on all parcels of land and plans of subdivision approved by the Ottawa Planning Area Board or the Ontario Municipal Board, or sold by metes and bounds after approval by the Ottawa Planning Area Board. Any other policy will lead to inferior building, detrimental to our township, and equally so to the national capital.

*Section VII—National Capital Area.*

To date, any plan proposed for the establishment of a national capital area under federal administration is too nebulous for us to express a decided opinion. We will be prepared to give serious study to any detailed and reasonable plan, but we do not believe that the ratepayers of this area should be called upon to forfeit their municipal administrations.

We do not concede that a federal commission could meet the problems in a manner superior to the municipal administrations, acting in collaboration and close consultation with the Federal District Commission.

We believe that an integrated national capital plan can be achieved, despite all the problems which have arisen.

Fundamentally, the need is for a greater measure of consultation and cooperation between all interested public bodies. To that end, we venture to recommend that a joint parliamentary committee should be established at regular intervals, not greater than three years, at which time differences of opinions could be publicly aired and we hope be reconciled.

#### *Section VIII—Highways And Railways*

The problem of road access to the heart of Ottawa is becoming increasingly dangerous. If traffic grows as projected by the statisticians, Ottawa will "choke to death" in the next ten years, unless arterial roads are now commenced.

Most important of these is the Queensway, and it would be our hope that the committee would urge the Federal District Commission to act aggressively to ensure the commencement in this calendar year of that most essential project.

There is no reason why, at least the western section from Kirkwood and Carling to the western terminus should not be started now and be finished coincidentally with the widening of Carling avenue.

The development of the parkway along the Ottawa river and the abandonment of the C.P.R. tracks are matters which we are pleased to see have high priority on the plans of the Federal District Commission submitted to the committee.

With the proposed master plan developments within the 10-year period 1956-66 proposed by the Federal District Commission in its brief, except the Greenbelt land acquisition, we are in general agreement.

#### *Section IX—River Pollution.*

The Ottawa river is the northern boundary of Nepean and we are naturally vitally interested in all matters affecting this great stream.

We believe that the joint committee has made already an exceedingly valuable contribution in hearing Dr. A. E. Berry and giving to his expert testimony wide public dissemination.

No domestic or industrial waste is dumped into the Ottawa river from the township of Nepean but we will be most willing to take whatever steps may be advised to protect against pollution from our shores or through tributary streams.

#### *Section X—Conclusion.*

The Council of the Township of Nepean believes that in this brief it has expressed the views of its ratepayers, both in the urban and in the rural areas. In conclusion, the council desires only to renew its expression of real appreciation for the privilege of presenting its views to this committee.

All of which is respectfully submitted, this 14th day of May, 1956.

D. Aubrey Moodie, (Reeve)

Donald F. Jeffrey, (Deputy Reeve)

Wm. T. Stewart, }  
Edmund I. Hall, } (Councillors)

Andrew G. McLean, (Clerk)

The Presiding CHAIRMAN: Now, you have heard Reeve Moodie. Are there any questions?



Mr. McILRAITH: Mr. Chairman, I wonder if, before we start the questioning, we should consider postponing the questioning. I know that a great many of the hon. members would like to go back to the House of Commons. I am not pressing the point, but I do raise it for consideration.

Mr. BLAIR: Mr. Chairman, we have 24 pages of brief here which I think are very important. It is certainly a very heavy brief and I think that we should have time to read it over.

Senator LAMBERT: Could the witnesses come back here on another occasion?

Senator CONNOLLY (*Ottawa West*): This is their second appearance here.

The Presiding CHAIRMAN: However, I do not think we can complete the questioning this morning. Some of the members are anxious to return to the house; others are anxious to go to the funeral of the late Mr. MacDougall which is taking place at 1.15 today. I am in the hands of the committee.

Senator LAMBERT: Have you any definite suggestions to make as to when it would be possible to have the witnesses back again?

The Presiding CHAIRMAN: I can see that it will not be possible this afternoon, according to what Dr. Blair said with regard to reading the brief more thoroughly. Perhaps the business of the house will also interfere. So, we could postpone it until Tuesday morning, if that is all right.

We were supposed to hear the City of Ottawa on Tuesday morning, but this can be postponed until the afternoon of that day and we could deal with the Nepean brief in the morning and the city of Ottawa brief in the afternoon.

Mr. RICHARD (*Ottawa East*): Mr. Chairman, do you really feel that we can get through with the Nepean brief in the morning? This is the first good brief we have had on the Greenbelt question. I would imagine that there will be a number of questions.

The Presiding CHAIRMAN: Would it be favourable to the committee to adjourn until Monday if it is possible to meet then?

Mr. BLAIR: Mr. Chairman, this is a very important brief, and I do not think we should direct questions in a haphazard way. I think this contains the crux of the affair so far as the Greenbelt question is concerned, and it should be very carefully considered.

Senator LAMBERT: I agree with you.

The Presiding CHAIRMAN: I think we all agree with you.

Would it be more practical to proceed with the questioning in regard to the Nepean brief after we have heard the city of Ottawa's brief?

Senator LAMBERT: No. I think this brief raises a good many questions which will have a direct bearing on the brief that we will get from the city of Ottawa.

The Presiding CHAIRMAN: You think we should proceed with this brief first?

Senator LAMBERT: I think we should explore it as much as we can at the earliest possible opportunity. If we have to start on Tuesday morning, or Monday morning we should do that and finish it.

The Presiding CHAIRMAN: We will adjourn until Tuesday morning, and if we cannot get through then, we will continue in the afternoon.

Senator LAMBERT: All right.

The Presiding CHAIRMAN: That seems to be agreeable to the committee. We will adjourn until Tuesday morning at 10.30, and continue in the afternoon if necessary.

The Committee adjourned.

## EVIDENCE

June 12, 1956,  
10.30 A.M.

The Presiding CHAIRMAN (*Mr. Dumas*): Ladies and gentlemen, we have a quorum and we will proceed.

The business before the committee this morning is the resumption of consideration of the brief submitted by the council of the corporation of the township of Nepean. We have this morning the reeve, Mr. D. Aubrey Moodie; the deputy reeve, Mr. Donald F. Jeffrey; Mr. R. A. Bell, Q.C., counsel for the Township, and the clerk to the council, Mr. Andrew G. McLean. I am told that we also have the building inspector of the Corporation of the Township, Mr. Bourne.

**Mr. D. Aubrey Moodie, Reeve, Township of Nepean, called:**

Senator REID: I have one suggestion to make before we start. I am sorry I was not here at the last meeting. It is possible that this has been done already, but personally I would like to see pointed out on the map just how Nepean fits onto Ottawa so that we might get a better picture of the position.

The Presiding CHAIRMAN: This was done at the last meeting but I am sure Mr. McLean would be good enough to show the actual limits of the township.

Mr. BLAIR: It would do no harm to mark the boundaries of the township with a heavier blue line, as it is pretty hard to make out at present from here.

Mr. ANDREW G. McLEAN (*Clerk to the council*): The township of Nepean borders the city of Ottawa along highway No. 17 near the drive-in theatre. Then the line travels south to the Baseline Road at a point slightly west of Pinecrest Cemetery. Then the line is 120 feet south of the Baseline Road to a point on Fisher Avenue. Then the city line follows along Fisher Avenue at a distance of 120 feet west and travels back to the Rideau river at the connection with the city of Ottawa. The boundary of Nepean follows the centre of the Rideau river southward to a point near Manotick and westward to a point near Richmond. Richmond, Ontario is about here (pointing). Then our line follows this position dividing the township of Goulborne and the township of Nepean and that follows straight to the Ottawa river. At that point the Defence Research Board have their facilities at Shirley's Bay. Then our northern boundary is the Ottawa river.

Senator REID: Where is the property which was taken over?

Mr. McLEAN: We have not enough map here to show all they took. Basically, it is to the north of that line, eastward and down to a point about here (pointing). That is the main part taken.

Senator LAMBERT: What is the green line?

Mr. McLEAN: This is the area of the proposed Greenbelt according to the last map furnished by the Ottawa Planning Area Board.

*By Senator Reid:*

Q. I have a whole series of questions to ask. You say in page 3 that your zoning is equal to that in any municipality in the area, including the city of Ottawa. That is a fact? You really think your zoning conditions in Nepean are equal to any city, including that of Ottawa?—A. We are of that opinion.

Q. On the same page you speak of subdivision development in Nepean being that of well planned, pleasant, moderate priced homes, erected to at least C.M.H.C. standards. How would your houses compare in price with the houses under C.M.H.C.? You claim they are equal? I think at some time it would be advisable for this committee to go and see Nepean, regarding the contentions contained in this report. That is my own view. You say your houses are equal. What price houses are being built there and how do they compare?—A. We have houses there anywhere from \$10,000 to \$20,000. What we refer to is that we could build a cheaper type of house, under C.M.H.C. regulations, than what we are allowing to be built.

Q. Are all the houses being built with septic tanks?—A. Yes.

Q. To each house?—A. Yes. With the exception of the veterans houses in Carleton Heights. There is a water and sewer system in Carleton Heights under the veterans project.

Q. In what way do you think your development affects the position? You say: "the shortage of houses in the national capital itself would be more acute?"—A. We have numerous builders who come out and tell us they cannot procure lots in the city of Ottawa to build on. They come to develop in the township. They say they cannot buy in the city of Ottawa at a reasonable price.

Q. Regarding the taking away or annexation of part of Nepean from you, is that done without the authority of the people of Nepean and the council? If so, how did they go about taking it? How did they take these lands from Nepean and reduce Nepean to its present size?—A. Nepean opposed the annexation. It was an application made to the Ontario Municipal Board. There was a public hearing here and the board gave an order.

Q. Without a vote of the people?—A. Yes.

Q. Gee, we would not stand for that in British Columbia. I thought we were supposed to be backward there but one could not take a piece of land from the municipality or even give it a piece of land, without a vote of the people?—A. There was no vote of our people.

*By Senator Aseltine:*

Q. Is there any provision in the regulations for a vote?—A. The Ontario Municipal Board gave the order in 1948. The council at that time negotiated it and had the number of acres reduced with the city of Ottawa.

*By Mr. Blair:*

Q. I would like to ask the reeve, through you Mr. Chairman, to comment on what he has stated in regard to the question of annexations here, particularly at the top of page 3, in the paragraph which ends with the words "limited financial resources". What were your troubles regarding municipal buildings? I have other questions, but I want to know the position in that respect—what expense you were put to when that annexation took place, regarding police stations, fire halls, etc.—A. We retained our township hall in the city. We had to relocate the fire hall and the township garage. We lost the health clinic and have not been able to get one. We lost the staff, including the road engineer, and we were left with only one man. Our township staff went to the city hall of Hull.



Q. Would you comment on the expense of your township regarding these things? I am not asking for figures but for comment.—A. I would say \$75,000.

Q. Now, turn to the top of page 5. This is a matter in which we are very much concerned. The question might be covered by one broad question regarding cooperation. Further down you say there has been almost a total absence of consultation. You say so here and there through the brief. At the very top you say your difficulties exist in keeping yourselves informed as to what actual plan might be made. The whole page concerns that. Would you make a broad comment on what consultations took place, how much you were informed regarding what was being done and the position of your township in regard to this matter? It is very important that this be cleared up.—A. We think the comments in the brief are correct. It is difficult to explain what consultations there have been, because there have not been any, with the exception of possibly one or two. A short time ago—last November—there was a meeting with the F.D.C. at the courthouse in Ottawa to discuss the Greenbelt. There was one other consultation with Mr. Sellar and Mr. Hay in the town of Hull; and outside of that, to my knowledge, there has been none.

Q. So you have had only one consultation regarding what is being done with your township.—A. That is right. There have been comments made in the Ottawa Planning Board regarding the Greenbelt, when subdivision would come up. They would probably have it drawn to our attention that it was in the Greenbelt, but that was the only thing.

Q. Would you comment on your lack of representation on the board in general?—A. The Ottawa Planning Area Board?

Q. Yes.—A. We had no representation, although we requested it several times. We had no representation until the 1st of January, a year and a half ago, that is January, 1955. The county council never accepted the Ottawa Planning Area Board and on several occasions objected to the Minister of Planning that we had no representatives on that board, the Ottawa Planning Area Board. I am of the opinion it was not an official board until the 1st of January, 1955, as I do not believe the Minister of Planning ever approved it.

Q. I am very anxious to get this cleared up.—A. I would appreciate that. The county council continually pressed that they should have representation on the board.

Mr. BLAIR: I said the other day this was the crux of the Greenbelt. I am sure there has to be cooperation on this matter.

Senator REID: Would you say that lack of cooperation was not with the Federal District Commission but with the City of Ottawa, because on page 6 you say that the city officials were "less than cooperative"?

*By Mr. Blair:*

Q. I was coming to that on page 6. You say:

From time to time, there have been consultations with the city of Ottawa but the attitude of city officials has been less than cooperative. Typical was the incident of the official highway plan. After it had been signed and sealed by the city of Ottawa, it was presented to Nepean for immediate execution.

Will you comment on the question of the highway plan?—A. I was not reeve at that time but I was deputy reeve. The first we knew there was a highway plan was when that copy was submitted to our council for approval. The reeve, Mr. Keenan, commented that he had not heard anything about it and had not been in on the discussion; and he said he knew they expected us to

sign it. He made several comments also to which I will not refer. He is in the room now. We unanimously declined to sign the official highway plan. In fact, we did not give it too much study.

Q. Further down in the brief you say:

Most of what the council of Nepean can learn of proposed plans for the area, it learns from the press, in news stories not infrequently inferring that Nepean is uncooperative. The council of Nepean is not composed of sensitive men but it does expect that cooperation and consultation shall be real and genuine. What has existed to date is a sham and a pretence.

Would you tell us some more of this about your council's relations with the city? Can you go into this further? I think that has to be cleared up before we can go further.—A. We have read in the press several times that Nepean "will not cooperate on zoning" and about the Greenbelt, and we have read details in both newspapers where the Greenbelt is discussed, more or less criticizing Nepean for not enforcing it by zoning bylaws. I did sit in with the city of Ottawa Board of Control to discuss the zoning of the township. The matter of cost came up. It was mentioned to me that possibly the city would bear a large percentage of the cost if we would go along with them. At that time it was agreed that the city would pay 90 per cent and each of the townships, Gloucester and Nepean, would pay 5 per cent. I said if it was only a matter of cost, surely we could pay 5 per cent, that they could drop us a letter and we would take it up with the council. We got the letter on the Greenbelt. I have been interested in zoning. I am not going to say we should not have zoning. Probably zoning is necessary in a municipality such as ours. However, we had got it and there was quite a lengthy discussion on annexation and where we stood for the future. If we put in a zoning bylaw, were we going to get approval of it, under the Ottawa Planning Area Board. I will read one paragraph of the letter we got, from the city of Ottawa:

However, the important thing is that on such a basis there can be a solid argument for the evaluation of the properties in respect to their agreed use, and therefore a similarly sound base for the argument of compensation on their acquisition for this or other use.

We did not think that was the reason we were going to assent and we wrote back and said we had decided in council against zoning under those conditions.

Senator REID: I think you are right.

*By Mr. Blair:*

Q. Do you think your troubles in the township of Nepean stem from the fact that you have not had representation for your council on the board?—A. Some of them, yes. In 1952 I made a comment in the county council and it was noted in the press the next morning. The late Mr. Kitchen called me on the telephone and said he was not happy with the comment I made. I met him in Bells Corners. I showed him a subdivision where the Ottawa Planning Area Board would not approve. They held it up and people wanted to be located in a good area, so they went out and built in an area where they could not get mortgage money and some of the houses are not finished yet. Had they been able to locate it in a position under the C.M.H.C., their houses would be completed. That is only one instance.

Q. Before we leave the brief, on page 5 you refer to the minutes of the council for the 1st of April, 1953, regarding the land owners, in connection with a suggestion that all land owners within the Greenbelt be guaranteed a floor price, and so on. Would you in so many words tell us the picture in regard

to land owners who are ratepayers in the township?—A. I was not reeve but I was deputy reeve and was at a discussion with Mr. Sellar and Mr. Hay, to work out some scheme to compensate the land owners. We had taken the stand that we would not accept the Greenbelt unless the land owners were adequately compensated. We had quite a discussion that night and it was suggested by council that there should be some floor price put on the value of the land and leave it optional whether the farmer took it or remained at farming. I understand that was not feasible under the legislation—I do not know—and the suggestion we had at that time was that it was not feasible. A short time ago Mr. Hay and Mr. Kennedy told me it was not feasible under dominion legislation.

Q. This matter of the value of the land?—A. The value of the land always entered into it.

Q. That is one of the sore points you are protesting about?—A. That is right.

Q. I have a further question to ask later, but I am very anxious that this matter of cooperation with the other authorities be cleared up. I think before we can get anywhere with this plan we will have to have it cleared up, and I think we should make it a clear issue in this matter and decide just who has the authority and why.—A. This extract was read from the minutes of our township council.

Q. Yes, I noticed that.

*By Senator Connolly (Ottawa West):*

Q. You complain about the lack of cooperation and representation on boards of the Federal District Commission; I take it also that you are not very happy about what has been done or what has been left undone by the Ottawa Area Planning Board. Is that so?—A. That was a very sore point until we had representation on it. I am not too happy with it yet, sir. However, it is improving. It has improved over what it had been for five years, but I am still not happy about it.

Q. Have there been some subdivisions approved by the board?—A. Yes, several have been approved and several have been turned down. Those which were turned down were turned down for one reason only, that they were in the Greenbelt. Then they were taken to the Ontario Municipal Board, and the Nepean ratepayers were put to the expense of hearing them before that board.

Q. What happened before the Ontario Municipal Board?—A. The Ontario Municipal Board approved them. In fact we have three more going to that board on July 11th.

Q. And they had all been rejected by the Ottawa Area Planning Board?—A. Yes sir, and for the one reason that they were in the Greenbelt.

Q. Ontario legislation is the only positive and direct legislation which affects subdividing and building in that area?—A. Yes.

Q. The Federal District Commission has no direct jurisdiction there?—A. They are represented on the Ottawa Area Planning Board.

Q. Yes, but that is all done under the authority conferred by the Ontario Planning Act.—A. That is right; under the Ontario Planning Act; and the planning board is appointed by the city of Ottawa.

Q. So far as the Federal District Commission is concerned, you say that it is because they exert an influence upon the Central Mortgage and Housing Corporation directly or indirectly and that is what affects you?—A. I do not want to be too critical of the Federal District Commission. I disagree with a couple of stands they have taken, but they are an asset on the Ottawa Area Planning Board.

Q. You mean in connection with subdivisions?—A. Yes.



Q. That is your whole point, is it not?—A. Possibly I should make it known now that I was not too happy when the Federal District Commission were represented before the Ontario Municipal Board when a subdivision was refused for the reason that it was in the Greenbelt. We felt that the Greenbelt had no legal status whatever yet but the Federal District Commission was represented, and I say that in all kindness to the members of the Federal District Commission; yet they were represented before the Ontario Municipal Board while the Nepean ratepayers were being put to the expense of a solicitor to defend that action.

Q. Do you think it is quite right to say that,—while the Greenbelt had no status as such because the Greenbelt is nothing more than a coloured area on a map, it is not quite fair to say that the Federal District Commission had no interest in that area in view of the National Capital plan?—A. We felt that it had no legal status.

Q. But they had an interest in the area?—A. They had an interest in the national capital by all means, yes; but we did not think they should have had such a great interest in the Greenbelt when they knew our position.

*By Senator Reid:*

Q. Who invented the name "pink belt"?—A. There was a subdivision control by-law passed by the council in 1947 putting on certain parts of our area under subdivision, control and it so happened that when it was printed on the map it was printed in pink, and it got the common name of "pink".

Q. You could not sell property unless it was over 10 acres?—A. That is right.

Q. What was the idea?—A. That was an authority given under the Ontario Planning Act and the council put it into force; it was done more or less to have control. They could not put a subdivision plan on anything under 10 acres unless it was approved by the Ottawa Area Planning Board.

Q. If a man had a farm he could not sell a piece of it under 10 acres?—A. He might put a subdivision plan on it.

Mr. BELL: I think the purpose of the law was to prevent haphazard subdivision by metes and bounds, with the net result of confusing the titles to the properties completely, and creating no uniformity of subdivision. You might get one lot of 100 by 100 and right next to it another lot of 200 by 200, and next to it in turn an acre plot with the result that you could not run streets through it or follow any sensible plan. This was done to put the other subdividers into conformity or in accordance with an overall plan which might be approved by the Ottawa Area Planning Board.

Mr. BLAIR: There is a reference on page 8, Mr. Bell:

It is not easy for a local township council to explain to descendants of pioneers that they cannot sell their land held in the family for generations without the approval of a planning board on which for five years Nepean had no representation.

Mr. BELL: That is correct; that was the situation for five years; and presently it is such that no landowner within the township of Nepean, the pink belt, may sell his land without the approval of the board, and on that board there is only one Nepean representative.

Mr. NOWLAN: How many representatives have you on the board?

Mr. BELL: One now, and for five years there was none.

*By Senator Reid:*

Q. Have you any power in the municipality? Have you lost all power of control? Was it all taken away from you? Can they come and take your property and pass your plans?—A. If we should not put in a zoning bylaw or a

subdivision bylaw—we have a portion of our township in the outer area where we retain control because we have not put in a subdivision control bylaw. We are afraid to put our whole township under the control of someone else. We are cautious. We have no control over it, which is the sad part of it. But a person can sell a lot by metes and bounds and put up a home on it and the council has nothing to say. We put in a second bylaw last year.

*By Mr. Blair:*

Q. Does that apply to land out at Richmond and Manotick and in those areas? Are they in that situation? —A. Some of them are; they are not under the Ottawa Area Planning Board.

Q. You have not done that?—A. That is right.

*By Senator Reid:*

Q. On page 10 you say:

We are not aware of any municipality whose development is so completely under the control of other bodies.

That is why I ask if you have any control at all, or why do you function?—A. I know of municipalities that are under the National Capital plan, and their subdivisions are under the control of the Ottawa Area Planning Board. They have not put in subdivision control bylaws therefore they can sell by metes and bounds but that is undesirable in my opinion.

*By Senator Lambert:*

Q. May I ask the witness if there has been any communication or any discussion of this matter with the township of Gloucester?—A. We have had several discussions with the township of Gloucester through the reeve and myself in county council.

Q. Would you consider that their position was the same as yours?—A. As far as the Greenbelt is concerned, sir, I think possibly it is; but they have not thrown their township into the lap of the Ottawa Area Planning Board as we have. They have not got subdivision control bylaws and therefore they do not like what the Ottawa Area Planning Board is doing; they can sell by metes and bounds.

Q. I know; we had them here. You have probably read their brief; and while the area of Gloucester would be affected, it would not be affected to such an extent as yours, or at least the problems which you are discussing here.—A. You have common problems with them.

Q. Yes, so that looking at it from the point of view of trying to get some cooperation, or means of cooperation, the impression I have is that the thing has to be reduced to a question of organization; and once again, in achieving the end which we are all interested in, that is the development of this city and the area surrounding it into a capital centre which we think is worthy of the name; if we cannot consider that, then I would be one of the first to suggest to the government that they save their money and not waste it upon entirely futile expenditures. Now then, supposing they took that view, would it make any difference to these two municipalities outside the city of Ottawa if the Federal District Commission said "here, the time is not ripe for capitalizing for fifty or sixty years on the part of the people of Canada in this place and we will let nature take its course and have local autonomy." What would be the attitude of the municipalities to that? I know what the attitude of the city of Ottawa would be—at least I think I do; but I wonder what the townships adjoining this area would do if we simply took the ground that it is impossible; in other words, to get any headway on this plan.—A. We

think there has been quite a bit of headway made and we are in favour of the National Capital plan with the exception of the Greenbelt. We do not want to see the National Capital plan thrown to one side.

*By Mr. Blair:*

Q. You are ready to cooperate?—A. Yes, and we are as interested in the National Capital plan as any other citizen in Canada.

*By Senator Lambert:*

Q. May I follow that up. I think you have reflected the viewpoints of most people when you say that you want to be favourable to this thing.—A. That is right.

Q. You have made some suggestion in this brief about the steps that should be taken, but I do not think you have set down what seems to me to be the vital point in this whole discussion. What sort of organization or representation on the part of Nepean and Gloucester, let us say—let us say Nepean in this case—what sort of representation would be satisfactory to Nepean in an organization which would be responsible for doing this job? I think it has been shown very clearly already that the Ottawa Area Planning Board from a jurisdictional point of view is the one body which comes the closest to this problem in relation to Nepean, and the Ottawa Area Planning Board in view of the fact that the Federal District Commission has representation on it which should be adequate, I take it, as a suggested cooperative body sitting in this jurisdictional area of the province of Ontario; is your problem not really one that the Ontario Planning Board—or at least the Ottawa Area Planning Board is a provincial set up and you have one member of it now?—A. That is right.

Q. Do you think it would help the thing if you had more members on it?—A. If this Greenbelt proposition was taken out of the National Capital plan, possibly we could get along with the Ottawa Area Planning Board quite well.

Q. Would the Federal District Commission have to go if you came in?—A. I would not suggest that they be taken off because they are an asset to the Ottawa Area Planning Board.

Q. They know something about planning, or they are supposed to.—A. Yes, they are quite an asset, but we gave this plan a considerable amount of time and we considered asking for representation on the Federal District Commission which is within the National Capital plan and which takes in quite a large area. But if each municipality asked for representation on it, then what kind of a committee would we have? So we left it to the best judgment of this committee as to how many they should have on it.

Q. The mayor of Ottawa has ex officio membership in the Federal District Commission.—A. That is right.

Q. I do not see any reason why the reeves of these two townships should not also be ex officio members of the Federal District Commission. Do you think that would help cure the matter? I do not see why there should not be at least the mayors of Gloucester and Nepean on that board ex officio.—A. We think that too, but we did not put it in our brief because we realized, as I said.

Q. The conclusion one would draw from your remarks apropos the Ottawa Area Planning Board would be that there is obvious lack of representation and I wonder what it would be if there were the same representation from the townships as there is from the city of Ottawa on the Federal District Com-



mission—if that were so I think the future position would improve feelings towards this body.—A. Yes, I think we would then be in a better position to tell our ratepayers what is taking place.

*By Mr. Blair:*

Q. You do not feel that you are part of the area. Isn't that the trouble?—A. That has been the case, sir. We have felt that the Federal District Commission made decisions in our township that we did not know anything about.

*By Senator Connolly (Ottawa West):*

Q. Is that right? Do you mean that, or do you mean that the Ottawa Area Planning Board has made decisions?—A. As to the boundaries of this last Greenbelt, the first I knew where the boundaries were was when I went to the Ottawa Area Planning Board, and I understand that the Federal District Commission was responsible for the boundaries.

Q. The Federal District Commission could not enforce anything like that. That had to be done under the law of the province of Ontario.—A. Yes, that is right, but they recommended it to the Ottawa Area Planning Board.

Mr. BELL: You cannot deal with it.

Senator REID: Proposed regulations?

Senator CONNOLLY (Ottawa West): You cannot build there with Central Mortgage and Housing Corporation money.

*By Senator Reid:*

Q. The regulations as proposed by the Federal District Commission with respect to the Greenbelt—it does not come under any other authority, but there is right now, for instance, when they state that there has to be a certain number of acres for a school, and five acres for this, that does not come under any law of Ontario; that is their own proposal, that of the Federal District Commission with which Nepean disagrees.

Senator CONNOLLY (Ottawa West): Let us get that point straightened out. I think that Senator Reid should say that the understanding of the members of the committee is that the Federal District Commission has no authority whatsoever in the so-called Greenbelt to impose any restrictive covenants or restrictive conditions unless it owns the land, and unless it owns the land it has not got the authority. It can only be done under some authority conferred upon some board or some organization by the law of the province of Ontario. That is the reason the Federal District Commission here asked that in establishing the Greenbelt we must buy it, because only then would we have any authority to do what we want. I think we should keep that in mind because it seems to me to be rather important.

*By Mr. Gour (Russell):*

Q. Would you mind sitting, Mr. Witness. You should not have to stand all the time. What do you think might happen if there were no connection in your township with the city of Ottawa? Do you think it would be better than it is now?—A. You mean if there had been no connection in the past, or no future annexation?

Q. No connection up to now and no Federal District Commission at all; what do you think it would be like in your township, and in Ottawa?—A. I think, sir, a city the size of Ottawa is an important partner for us. It is not the view of council to prevent there being progressive annexation because, had there been no progressive annexation in the past, the city of Ottawa today would be very small.

Q. So you think it would be better?—A. The township council in 1948 objected to large annexations by the city of Ottawa at that time, and I think they should have taken a smaller area in size and developed it.

Q. And now you find that the part that was not annexed has developed over three times.—A. That is right.

Q. You find that your township has developed over three times in population?—A. They annexed 85 per cent of our assessment and 7,400 acres.

Q. And reduced you to 2,500 people in 1950, yet you are over 8,000 now.—A. We were pretty close to 25,000 in 1949.

Q. And you were left with 2½ thousand?—A. That is right.

Q. Yet now you have increased to over 8,000 in a period of five years.—A. Yes.

Q. I think you should be congratulated; I think your council and the people of Nepean should be congratulated for that progress, and I congratulate the township for having done such a fine job. But from now on, this thing is settled; that is, you said a minute ago that you are in favour of the Federal District development. I was happy that Senator Lambert brought it up, that is, if there is no understanding, then not only Nepean—because as you know much the same would apply all over—we have proof from all over of the same thing, in one way or other; in the event that if there is not to be the same kind of understanding between all these townships, with the authorities of the city, a time will come when the people of this country will say that there is no use in spending the money, because they cannot get them to understand it. Millions and millions of dollars have been spent, and that money was spent right in this district here, and that was money that came from all over Canada. Therefore if there is no understanding in order to make things “nice”, make things controlled, then there is no use in it. Control will never please anybody. For example, children do not like to be controlled; their fathers do not like to be controlled; in fact, human beings do not like to be controlled, and when we tell them that a thing should be done in a certain way, they do not like it; but if we want to get some kind of understanding, then there are bound to be disputes about the best way to develop these things. We must understand that if the project is not well developed, then people will suffer later on. You said you have a zoning by law, and I am of the opinion that you have done a good job there. Why not get together with the Federal District Commission? And while you are asking about it, I suppose there are representatives from your township, like any other township, and like that of Gloucester, because if I understand correctly, in Paris Mr. Greber told us not long ago that there are thousands of municipalities all combined together and represented, and they get a settled town development. Do you not think it could be worked out like that?—A. As I said before, we are agreeable to the National Capital plan, with one exception, namely, the Greenbelt, without adequate compensation. Or if a Greenbelt is necessary for the National Capital plan, then if the ratepayers in that area must receive adequate compensation under established values. Personally we think it would have been cheaper had they done it five or seven years ago—it is all right to talk about the past; anyone can talk about the past, but it is the future now. We think that if it is necessary for the National Capital plan—and we do not agree that it is necessary—but should it be necessary, then we will go along, provided they get adequate compensation under established values.

Q. That is business talk!—A. It sure is!

*By Senator Reid:*

Q. Your council would prefer to be consulted before any plans are put into effect and annexation takes place rather than just to have a representative on the board?—A. That is right.

Q. That is your viewpoint. You would like to be consulted.—A. That is right.

*By Mr. Blair:*

Q. Will you elaborate on this? I refer to a passage on page 18 of your brief as follows:

The council of Nepean has no knowledge of the boundary being discussed with any official of Nepean and takes no responsibility for the boundary.

I would like you to explain this, and also another passage near the bottom of page 18 which reads:

Yet, the existence of the three Greenbelts has already resulted in the heavy loss to more than one Nepean taxpayer.

Will you elaborate on the question first, that your council had no knowledge of the delineation of the boundaries of the Greenbelt and secondly, will you tell us about the matter of land values within the Greenbelt as presently constituted?—A. As far as boundaries are concerned, the first I knew about the boundaries of this proposed Greenbelt was when I saw them in the Ottawa Area Planning Board.

Q. You had no knowledge of them before? Your township was never consulted.—A. We were not consulted. They were submitted to the Ottawa Area Planning Board.

Q. And that is when you began to get into trouble with your land values.—A. Mr. Bell can explain the land values better than I can.

Q. You had no knowledge first that you were within the Greenbelt until you read or heard about it, and then immediately the question came up of land values within the Greenbelt and within your township?—A. That is right. We were not consulted on the location of the boundaries and where they should be or anything of that nature.

Q. Did it not affect your township with regard to the values of land?—A. For several years there has been the common question: are we within the Greenbelt? And it has been changed three times without consultation with the township council.

Q. And that affected your land values?—A. Yes.

MR. BELL: Land values have to be looked at first from the values of farm land which have been seriously affected. First of all because no one in an uncertain position is going to buy farm property within the Greenbelt for the purpose of farming. Every person buying a farm has a reasonable expectation, just as every city person has, that it may enhance in value. But if you buy a farm within the Greenbelt—ever since 1947 when it was first brought into effect, they could not have any reasonable anticipation of the property enhancing in value, consequently there has been in effect a freezing of land values as farms. Then secondly, one should look at it from the point of view of values for development purposes and there is no doubt that the existence of the Greenbelt has seriously depressed values for that purpose.

There are names which come to my mind but I do not want to get down to individual cases; there are farmers in this room who have received offers and who have had agreements of sale, indeed, at very substantial figures, yet those farmers are not speculators; they are men whose families have held that land from pioneer days. Agreements of sale have been executed in some cases, yet those agreements have not been carried out by reason of the existence of the Greenbelt. I could give you instances from my own personal experience.



Senator REID: Why could they not be carried through?

Mr. BELL: The situation is that a developer, when he finds that he is within the Greenbelt and is unable to get a plan, would sooner forfeit a deposit to the farmer than to purchase or buy a frozen asset. So the deals have fallen through.

There have been other cases of which I am aware—and I cannot use names in those cases because obviously some of them are of a confidential character in my own practice—but I do know of instances where properties were within the Greenbelt of 1947—but the Greenbelt has been revised in 1950 and 1955; offers were made for these properties and then it was found that Central Mortgage and Housing Corporation would not lend money on them if they were within the 1947 Greenbelt. The Federal District Commission says that they are not in the Greenbelt. And again there are people in this room to whom serious financial losses have resulted simply from the fact of the existence of the three Greenbelts.

If there had been finances inside the 1955 Greenbelt, or if they had been valued by Central Mortgage and Housing Corporation, these deals would have gone through at a substantial value as areas where mortgages would have been given; but they are now told that speculative development cannot go ahead because it is within the Greenbelt area.

Senator LAMBERT: In arriving at the assessment basis, the assessed value for taxation in Nepean, naturally you want to be uniform as much as possible. Has there been much of an increase or fluctuation in the basis of the assessed value for taxation, let us say, in the last five years?

Mr. BELL: No, I believe not.

Senator LAMBERT: I see. The basis of taxation is comparable, as well?

Mr. BELL: I can tell you of the reverse situation.

Senator LAMBERT: I am only interested because I happen to spend part of the year in a rural area. I find there has been quite an advance in the basis of taxation in the township where I am located, namely Prescott. I just wondered if Nepean has not been obliged to increase its tax rate or its basis of taxation of assessment during the past five years due to natural economic influences and factors which are at work; for instance, school taxes, school expenses are much higher than they used to be; and the economic conditions affecting Nepean now with all its growth that we heard about in connection with the capital city, they must have already made your land values higher than they were before.

Senator REID: I think that the ratio of population is almost the same ratio as it has been from 1950 to 1956, 2508 to 8,000.

The Presiding CHAIRMAN: Can you answer the question as to assessments?

The WITNESS: I am sorry. Our assessment is on a formula basis. The assessment commissioner has a formula but the increased population has not reduced taxation. The taxes have increased. The average mill rate has gone up quite a bit.

*By Senator Reid:*

Q. What is in the assessment? The mill rate is one thing, the assessment is another.—A. They are continually trying to increase the assessment on an equalized basis.

Mr. BLAIR: Some solution must be found to the question of land value. On page 5 in regard to the minutes of April 1953, there is a suggestion there of a floor price within the Greenbelt. Will you elaborate on this question of floor price? Is there some way in which a decision could be reached?

Mr. BELL: I am not sure I am in a position to do that. I was not present on that occasion.

*By Senator Reid:*

Q. This is three years ago. The question of floor price as a basis of settlement came up for discussion at that time apparently and the council suggested a floor price.—A. My understanding of the discussion that took place was that a price should be placed on these properties on the basis of the then established values and that the prices would not be subject to increase as development grew. It would then be the option of the land owner whether he accepted that price as then set and moved off the property or whether that was accepted in the future as a floor price which he could be sure of receiving at a later time but he would not be in a position to receive an enhancement in value which might take place by reason of development. I am frankly very dubious as to the practicability of such a scheme.

*By Mr. Blair:*

Q. That is three years ago. There have been fluctuations in price since that time. Would some decision in the matter of floor price solve the difficulties you are undergoing?—A. The council did not suggest that.

Q. That was Mr. Watson Sellar?—A. That was at the meeting.

Mr. BLAIR: It was suggested there in the minutes of the meeting.

Mr. BELL: Mr. Sellar, I understand, is to be a witness before the committee. My own view is that it is not a practical arrangement. If national considerations require this to be done, they should go ahead with outright purchase as the only possible scheme.

*By Mr. Gour (Russell):*

From my understanding of the last questions I ask you is it not correct that what you need in the township is to know where you are? You want to know where the supposed green or blue or red line is to go to mark the Greenbelt. You want to know that and that is the approach—l'approche de ville. Would you not be pleased if the Federal District Commission would come to your township and say "the 1947 Greenbelt is no more, the 1952 and 1953 ones are no more and we will discuss the 1956 question between the city and the township". If you could get an understanding in that way you would have some knowledge of what is to be done and whether they are ready to buy property and settle about the price. I am just as much in your favour as any one. Those people cannot stay in the dark—it is not the first time I have said that. Those farmers and owners of property are in the dark at present and do not know whether tomorrow there may be another change in the Greenbelt. They do not know what they have to do. If I understand your brief correctly, you mean one thing, that you want to know where you are.—A. You are right.

Q. You want to know where you stand, what the decision will be and what your position will be and you want to know what position your own taxpayers will be in and you want a definition of that question. I think that is the trouble you have on hand. This thing cannot be settled until somebody representing your municipality is there and has something to say on that question.—A. The quicker the better, sir.

*By Mr. Richard (Ottawa East):*

Q. Do you mean to say on behalf of your people that you would not mind the Greenbelt being where it is now, providing the Federal District Commission paid cash value, the real value for the property they took over?

Are you speaking for your people when you say that?—A. Yes, we do mind, we do not want it either.

Q. Mr. Bell is saying it.—A. But if it is necessary, if it is a "must". We know the national capital has to go ahead and we feel that if this is necessary in the development of the national capital that would be so, but we do not believe it is necessary. If it were necessary then I think the people should be adequately compensated.

*By Mr. Blair:*

Q. But you are prepared to go ahead with your zoning in your area?—A. Yes.

Q. Then the link comes between your people and the planning board, and so on.—A. I have always been in favour of zoning. In fact, Mr. Hay from the Federal District Commission has been very cooperative. A year ago he submitted two names of men who would zone our township and offered to go part way in the costs but, we were not going to zone for the Greenbelt under the conditions laid down years ago.

Q. Now we are coming to it.—A. We were prepared to go ahead with our own zoning.

Q. You were prepared to go ahead with your own zoning. Would you be prepared to go ahead and cooperate with other people in your zoning?—A. Yes, if we could see it would not be to the detriment of Nepean. Zoning is for the benefit of residents in the area.

Mr. T. C. KEENAN (*Ex-Reeve*): I think one of the things you would like is control over zoning?

*By Mr. Blair:*

Q. You want some control, with the national capital. If you had more representation on that board, would you be prepared to go ahead and cooperate with them on that zoning?—A. Yes.

SENATOR CONNOLLY (*Ottawa West*): We have come to grips with some of the problems presented in the Federal District Commission brief and I would suggest for the consideration of the committee that when the questioning of Reeve Moodie is concluded and while everybody has this information clearly in mind, perhaps we might call Major-General Kennedy or somebody from the Federal District Commission to comment on what has been said.

The PRESIDING CHAIRMAN: Mr. Moodie says he would be very happy, once we are through with the questioning regarding the brief, to deal with whatever comments Major-General Kennedy may have on the Greenbelt.

*By Mr. Weselak:*

Q. I understand that the township approves of the work of the Federal District Commission and is prepared to cooperate as much as possible. In this brief they are critical of the uses to which the area, the proposed Greenbelt, would be put. I wonder if they have given any consideration to making counter proposals on their part as to what they would suggest as being the use of the area or the restrictions which should be applied in the area. If they have examined the Federal District Commission representations I wonder what alternative they would suggest or which they could put up for the consideration of the committee.—A. Their thinking is so far out of line with ours that I do not know whether there could be a compromise or not.

Q. If you could make some comment, perhaps it would be a basis for reaching a common ground. We have had the criticism of the Federal District



Commission proposals but we have had no counter proposals.—A. Usually, when there are counter proposals it is a little better than what we have now.

Q. Do you think there would be a chance of getting together with the Federal District Commission and reaching some basis on which you could decide about the manner in which the purposes of the Greenbelt would be achieved?—

A. There are great chances of getting together but whether we can reach any agreement I hesitate to say.

*By Senator Connolly (Ottawa West):*

Q. What comment would you have to make on the Gore and Storrie report?—A. I understand the city of Ottawa is working under the Gore and Storrie report in regard to sewerage and so on. I have never given the Gore and Storrie report a great deal of consideration. Last week I made a great effort to get a copy but I found that we had not a copy in the town hall. We have got a copy now. I was not reeve when the Gore and Storrie report was submitted. I know the city of Ottawa is operating under that report but I would not want to make too much comment on the matter at all.

*By Mr. Richard (Ottawa East):*

Q. What kind of view have you got in mind in regard to the Greenbelt and zoning?—A. It is all covered by zoning and by subdivision control regulations. The greater part of the area is covered by subdivision control and the developed area is all covered by restrictive area by-laws.

*By Mr. Blair:*

Q. You want control of your township but you have expressed a desire to cooperate?—A. Under the Ontario Planning Board we cannot get control of our township. A little over a year ago we went to Toronto—one of our councillors and myself—and we asked the Ontario Minister of Planning, Mr. Warrender, if he would relieve us from this designated area.

Q. That is the Greenbelt?—A. No, the Ottawa planning area. We said we would go ahead then and zone the whole township and plan the whole township. The minister said that that was an act covering the whole province and the municipalities which were under 100,000 came under the designation and that Ottawa was a designated area. We did not go without a reason: we had quite a large subdivision founded on a metes and bounds basis. It was all under trust agreement and without any approval of council and we did not want that to happen again. We wanted to have C.M.H.C. cooperation so we called them up and asked them to refuse loans until they were approved by the council and the C.M.H.C. were very cooperative. Had it not been for that, they might have got away. I asked one of the subdividers why he did that when he knew we would be willing to be cooperative and he said: "There was so much darn delay in the Ottawa Planning Board that we had to go ahead." Therefore we tightened up the laws and then put in a subdivision control by-law. We came back from Toronto and said that the only way we can have control is by a subdivision control by-law—and we did that.

Q. Further to Mr. Weselak's question, I hesitate to have to put this, but the point I wish to bring out is that, given representation, given the chance to deal with the matter, you people are willing to cooperate, so long as you do not lose too much control of your township. You probably feel that nothing will be accomplished until these bodies get together and arrive at some common ground of agreement?—A. That is right, that is our feeling.

*By Senator Reid:*

Q. Your population has increased over three times since 1950. I am linking that up with page 11. Is one of the reasons for the increase the fact that your taxation is less on home properties than in the city of Ottawa? Would that be one of the causes of the increase—people going out there rather than taking one of the 30,000 lots you say Ottawa has vacant?—A. Our council has almost taken the attitude of wondering why people move out to Nepean. In our opinion the costs are not less. As the population grows, up goes the cost of education and hydro electric power is three times what it was. The people have only very poor transportation services. The council has never recommended that people go out to Nepean and never did any advertising. It has all been a voluntary move.

Q. I quite realize it is probably not right for me to ask about lots in the city of Ottawa but you mentioned that in page 11.—A. We say there are 30,000 undeveloped lots available.

Q. What is the assessment levied on a lot? Would it be as great as in the city of Ottawa? If not, is that one of the reasons why you have increased it by three times.—A. His assessment probably is not as high but his mill rate is higher and it is the mill rate which counts. The taxes are higher.

Q. The mill rate goes up and never goes down. I have nine years' municipal experience.—A. Last year the mill rate was 63 mills for part of the Township. It would be more this year. Possibly the deputy reeve could say a word.

Mr. Donald F. JEFFREY (*Deputy Reeve*): There are two reasons why the people are moving into the rural areas. One is that, first and foremost, the builders cannot afford to build a medium priced home on a lot which costs in the region of \$4,000 or \$5,000. The second reason is that a man who is in the lower salary range who wishes to buy a house on a serviced lot in the city cannot afford the down payment which maybe is \$2,000 or \$2,500 and where the house would be \$14,000. He cannot afford to carry that mortgage on his salary. Therefore, he goes out to a rural area where he can get the lot at a lower price and he can buy with a down payment on his house of a couple of thousand dollars and then he can afford it and can carry it on 23½ per cent of his salary. Some 90 per cent of the people who have built in the township of Nepean in the last five years are in that position—and I know it, as I was in the original instance myself.

*By Mr. Weselak:*

Q. I believe Major-General Kennedy expressed the opinion here that if smaller lots were permitted with individual septic tanks the authorities would run into the contamination problem. If development goes ahead on that basis, how would the township of Nepean solve that problem?—A. We have regulations under the Ontario Department of Health in regard to large sized lots. We are working under their regulations and with the controls we have in regard to septic tanks of sealed concrete. We have a building inspector looking after the septic tanks and we think that if they are installed properly and if the sewage goes into the ground, where it is supposed to go and not into streams and ditches, and if the bacteria works properly and dissolves the germs, we will not have that problem.

Q. You do not think the problem will arise in the future?—A. The Ontario Department of Health is giving us guidance on that.

*By Senator Lambert:*

Q. The department might change its mind in respect to that particular problem?—A. Yes. That is where we may happen to have a greater population, and if that were so it would be all of benefit because there would be more people to pay for the services.

Q. I am very much interested in what you said just now, because I happen to live in a municipality which is also in the county of Carleton. This problem there has reached a point where they are having now to spend a great deal of money in building sewers. I say the septic tank arrangement is proving to be very fallible in the village of Rockcliffe. As a result, the whole place is being ripped now to make way for large size main sewers. The trouble with that, of course, is that it is going to go into the river. I would not feel too secure about the idea of septic tanks and water supply for an indefinite period, because there is good evidence around here to the contrary.

*By Mr. Blair:*

Q. This situation regarding septic tanks is quite satisfactory both to you and to the Ontario Department of Health at the present time. But you feel that when the population grows and you are certainly getting a very growing population, with the broader basis of taxation you will be able to take care of this problem by sewers, when the time arrives that it has to be done. Is that your outlook?—A. Yes, if it should arise, I feel we can do so.

Q. You are growing very rapidly?—A. It is obvious that with the present population we could not possibly put in a sewer. We might as well admit that.

Q. But if you have a growing population you will have a broader basis of taxation and will deal with the problem when it does arise?—A. Yes.

*By Mr. Weselak:*

Q. You do not think it necessary to apply to the city of Ottawa to do this? You might do it on your own?—A. The city of Ottawa has a policy today under which they do not give services outside the boundary line either for water or sewage.

*By Senator Reid:*

Q. Where do you get your water supply?—A. Most of it comes from separate wells. We have some subdivisions working on an artesian well and we have had a very good report, that it gives 450 U.S. gallons per minute.

*By Senator Lambert:*

Q. You are aware of the new Water Resources Act passed in the Ontario legislature this last session, which has something in it about setting up of a commission. Dr. Berry referred to it when he was here and he pointed out the logical consequences of this sewage disposal problem. I think everyone is pleased to see that this problem is being taken hold of in a really commanding way by the province of Ontario. I think your municipality is subject to that legislation just the same as any other. If the provincial authorities at any time feel that the future of that particular municipality is being injured or threatened by the sewage problem or the water problem, then they will have ways and means of suggesting how it should be overcome and you would not have much alternative. You probably would be fully in agreement with everything they did.—A. We are meeting with that commission in the next month. We will have a public meeting with that commission in the court house.

Q. It is very important, as I think it is a very beneficial thing to do.—A. There is a meeting for our township very soon.



*By Mr. Blair:*

Q. I do not like to use "if" but let me ask, if you arrive at that situation where you have an increased population demanding water works and sewerage on the long-term idea, would it not be better to link up with the city of Ottawa on sewage disposal or do it yourselves? Would you then be put to the expense of another sewage disposal plant. If the city of Hull has to make a sewage disposal plan instead of discharging raw sewage into the river, your people will be in much the same position. Then the question will be a long-term one? When you do put in water supply and sewerage, you have to link up somewhere or have your own plant as a separate unit. I think the long-term point of view is important.—A. I am glad you used the word "if" because that permits me to use "if" also. As I have said, if the city of Ottawa would tell us. At a meeting with the Board of Control, I knew they would not take it up but I asked them to give us an undertaking not to have an annexation for the next 10 years and said we would go out and plan the township and possibly would do better. When the central water system was put in, it was done according to the specifications of the city of Ottawa, so if they should annex they can attach to our central water system.

Q. So you are cooperating so far?—A. We are cooperating on that. We know there is such a system going down Baseline road right on our border. We would like to have cooperation and to buy—we do not want it for nothing—the water, but they say they have none available. I do not know whether we should put another main down our side of the street, because we cannot get it from this one.

Q. Your answer shows you are ready to cooperate but there is lack of cooperation?—A. We would like to buy water from that main, if possible, for our northern boundary.

*By Senator Reid:*

Q. In page 9 you say the standards to which you are building in your bylaw "exceed C.M.H.C." in what way would they exceed? I rather thought the C.M.H.C. had fixed standards?—A. Would you permit the building inspector to answer that one. He is Mr. Bourne.

Mr. WILLIAM BOURNE, JR., (*Building Inspector, Township of Nepean*): It is a point that the size of the home exceeds C.M.H.C. requirements. I think that is the main thing. There are other points.

Senator REID: It says here that the standard of building exceeds C.M.H.C. and is equal to the city of Ottawa. That rather intrigues me. I rather thought the C.M.H.C. had a most modern standard.

Mr. BOURNE: Our bylaw is not exactly the same as C.M.H.C. There are small things which are different. Some things are more or less required. C.M.H.C. have no regulations at all on septic tanks or wells, but we have our own bylaws regarding those things. They leave it to the township to provide its own regulations regarding septic tanks. The C.M.H.C. have no regulations at all on commercial or industrial buildings, but we have. They deal strictly with residential property. In the case of residential properties their standards are very similar to ours, but they do not deal at all with industrial or commercial usage.

Mr. R. A. BELL, Q.C., (*Counsel for the township of Nepean*): I think the point intended to be made in the brief is that this is a most modern and up to date building bylaw in all particulars, that the size of the residences is greater than required by C.M.H.C. The 34 pages of the exceedingly detailed specification show that many of the items call for minor deviations from the

C.M.H.C. standard. We do call for deviation but whenever we do so it is for a higher standard. Obviously it would not be for a lower standard, because then the houses would not have a loan value, if they were built to a lower specification. The 34 pages of this exceedingly detailed specification show that.

## AFTERNOON SESSION

June 12, 1956.

3.30 P.M.

The PRESIDING CHAIRMAN (Mr. DUMAS): Gentlemen, we have a quorum. We will carry on with the examination of the brief presented by the Corporation of the Township of Nepean.

Senator Gershaw would like to put a question to the witness.

**Mr. D. Aubrey Moodie, Reeve, Township of Nepean, recalled:**

*By Senator Gershaw:*

Q. Mr. Chairman, there is a lot of anxiety among the people who are living in the proposed Greenbelt. I would like to ask Mr. Moodie a question in regard to acquiring land there. What is your idea of adequate compensation? What would it be based on, and how would agreements be arrived at in that area?—A. Mr. Chairman, I realize that this is possibly a question that should be answered, and it is also a tough one. I am going to attempt to answer it in this way: the Federal District Commission has purchased land in our township for parkways and driveways, and I believe that the land owners from whom the Federal District Commission has purchased this land have been reasonably well compensated.

Now, out in the City View area they have purchased land, and I am led to believe that the price they paid for it was in the neighbourhood of \$1,100 to \$1,200 an acre—possibly \$1,250 around the Clark farm.

*By Senator Reid:*

Q. Is that mostly farm land?—A. All farm land. Then we have knowledge of a couple of properties in the north-western section of our township, right out on the western boundary that was sold, within the last six weeks, without any option and without any strings attached on an agreement of sale for \$1,000 an acre. The people there were agreeable to accept that. When the Central Mortgage and Housing regulations came through with respect to the lack of mortgage money the agreements of sale did not go through, even though there was a deposit on the land.

Now, there also is a farm that I know of out there that was sold for \$1,000 an acre without any strings attached on an agreement of sale. Then if you go further over to the Greenbelt road there is quite a bit of property there, and in fact a whole block of property there under option at a price in the neighbourhood of \$700 to \$800 an acre. So that I feel, and the council feels that there is more or less an established value on the land in the Greenbelt area. I hope that answers the question.

*By Mr. Blair:*

Q. I have a question regarding the buildings in these areas. It goes back to the Greenbelt question again. Section (c) on page 14: "(c) 'prevent rural slums'." Would you give us some of your ideas on the statement here, "the prevention of a rural slum is said in the brief to require building on more

than five acres." Will you also tell us about page 15: "(f)" which is almost the same thing: "— the only effect of imposing a Greenbelt will be to cause such development to 'leapfrog' over the Greenbelt and start outside;" so they both apply to the question of inferior building conditions—that is (c) on page 14 and (f) on page 15.—A. We feel that under our present building by-laws in respect to 15,000 square feet, and with a full-time building inspector that—it says: "How can it be suggested that under present building standards in Nepean, a rural slum could arise?"

Q. The next sentence.—A. A builder is required to build on more than five acres. We feel that if you build on more than five acres it will be almost impossible for the average ordinary man to upkeep it. Fences will depreciate, and it will not be kept in a proper manner. The landscaping will not be as it should be, unless you have a wealthy person building there, but we feel that with the average man building there it will just create a slum area with weeds.

Q. The feeling in your second sentence is that you are preventing rural slums. Now, let us go on to (f)—having established certain restrictions within the Greenbelt then the tendency will be to leapfrog over the Greenbelt and in the areas around it?—A. We have knowledge today, sir, of developers purchasing land outside the Greenbelt. In fact, if you want to drive out on the River road in Gloucester on the outskirts of the Greenbelt you will see practically all the farms listed. We have developers in that area today wanting to purchase the land for 700 houses. This developer states he does not need mortgage money. He wants to purchase—I can give you the names of the farms he is looking at, but I do not want to do that. He is going to purchase the land either in Gloucester or Nepean on the outer area of the proposed Greenbelt.

Q. It is on the outer area of the Greenbelt where the leapfrog game might take place. Have you any form of building restrictions in the township of Nepean providing against a rural slum developing on the outside of the Greenbelt, if that would occur?—A. Our building by-laws, sir, cover the whole Township of Nepean.

Q. You have protected yourself with regard to the whole matter of building restrictions?—A. Our building by-law covers the whole township of Nepean. Our zoning by-law does not cover the whole township. There are some portions of our zoning by-law that do not cover it, but our building by-law does.

Q. The other question I have is in regard to page 16. You speak of the question of land value discrimination. "On one side of an artificial line, land is worth \$1,500 per acre; on the other side of the artificial line the price is to be driven down to a fraction." Can you tell us, without mentioning incidents, something about that?—A. Yes. Since the Central Mortgage and Housing Corporation has refused loans in the Greenbelt area land values have dropped in that area. In fact they are at a standstill.

Q. In the Greenbelt?—A. In the Greenbelt area. It is at a standstill now just over the line.

Q. That is just into the other side?—A. The outer area.

Q. The outer area?—A. They are being offered, at a nice price.

*By Senator Reid:*

Q. Coming back to the Greenbelt question, would the effect of restrictions that are imposed, or impending restrictions in the Greenbelt bring about that leapfrogging you speak of? People want to get away from all the restrictions they find in the city, and they come out into the Greenbelt and find the restrictions again and that is causing the leapfrogging?—A. The refusal of the Central Mortgage and Housing Corporation at the present time is mainly the cause of it. We have a subdivision in the Greenbelt area that has been approved by



the Ontario Municipal Board, and yet a man cannot procure mortgage money, and that has naturally slowed that development down.

Q. And therefore they go further out?—A. They are going further out.

The Presiding CHAIRMAN: Mr. Jeffrey, the deputy reeve would like to say something on that.

Mr. D. F. JEFFREY: This morning I was asked a question about why people were moving out into the rural areas. It is my contention that the impending Greenbelt, especially if it is eventually enforced, will only aggravate that situation. Since the Greenbelt has been pending the prices of property, not within the Greenbelt, but inside the Greenbelt have gone up, and prices on the outside, on the outer limits of the Greenbelt, have increased. So that the poor fellow who goes to buy a home in the future, if this Greenbelt becomes a fact, will then find that he will not be able to buy that home, especially inside this Greenbelt. It has already reached the stage where the average man cannot afford to build inside the Greenbelt. Within the Greenbelt the proposed restrictions are too great, and outside the Greenbelt the property values have already started to increase.

It is my contention that, eventually, if the Greenbelt was just forgotten about, the natural growth of the city would come out and the Greenbelt would not be necessary. If we can continue on in the present manner, eventually the Greenbelt can be forgotten about. But, once it is imposed, the average man around the city of Ottawa—you might think that there is a lot of money around Ottawa when you look at the number of Cadillacs that are being driven around, but there are a great number of people that just cannot afford to pay the real estate prices today, people who need homes and who desire to own homes; but with the enforcement of a Greenbelt they will not be able to buy a home in the city of Ottawa.

Dr. BLAIR: That would lead you to believe that you people think you are competent to take care of this Greenbelt outside the city being part of the national capital planning?

Mr. JEFFREY: I think so; with consultation and cooperation with the city of Ottawa and the Federal District Commission, we can organize development in a proper organized manner, without establishing anything like a Greenbelt.

Dr. BLAIR: So that the name would not bother you too much if that were done? They could still go ahead and call it a Greenbelt?

Mr. JEFFREY: No, I do not think it could be called a Greenbelt at all, because we have got to promote a certain amount of development within that area too, because the demand is there. The city cannot meet the demand today, and the main reason they cannot meet that demand is because they have no services which allow building at a reasonable price within the city,—within that inner circle of the Greenbelt.

Senator REID: Would this be a safe assumption: First, 83% of our working population receive less than \$5,000 a year? One of the reasons that those people, and even people who are jumping out from under the class of less than \$5,000 a year are going out there is because they have not the money that is needed?

Mr. JEFFREY: Yes, that is right, and those are the people that we are more or less bound to protect.

Mr. BLAIR: Does the leapfrogging present a problem to you in respect to building restrictions? If they leapfrog out of the Greenbelt into the area of Nepean, does that present a problem?

Mr. JEFFREY: In some parts of the township, as our zoning now stands, they might start developing at a revised point, which is very difficult to appre-

ciate. We could overcome that if we feel that the need is there and the Greenbelt is not going to exist. Obviously, as can be seen, we are willing to cooperate by putting additional property of Nepean under subdivision control, but that would have to depend on the outcome of this Greenbelt situation.

Senator CONNOLLY (*Ottawa West*): Is it fair to say that urban development takes place from the present inner boundary of the Greenbelt outward?

Mr. JEFFREY: I maintain that in the existing circumstances as matters stand today it is not going to take place anywhere else. People cannot afford to buy or build homes within the city because there is no place available on which they can build; the services are not there, and until they are put there real estate values will continue to remain at such a height that the average contractor is going to go out of business; people cannot afford them.

Senator CONNOLLY (*Ottawa West*): You say he should be building where the Greenbelt has now been located?

Mr. JEFFREY: At the moment it is the only logical place in which to do it.

Senator CONNOLLY (*Ottawa West*): Does that mean that so far as this development which you contemplate is concerned that the present proposed Greenbelt area will be just a further extension of the urban development from the city limits outward?

Mr. JEFFREY: Yes and if the Federal District wants to "get into the act" it could make certain that the services which are required are extended. It will eventually meet that built-up part on the fringe and the Greenbelt would then become a bad dream.

Senator CONNOLLY (*Ottawa West*): In other words it would become a further development of the city of Ottawa?

Mr. JEFFREY: In a sense.

Senator CONNOLLY (*Ottawa West*): If that should happen what do you say about the recommendation in the Gore and Storrie report that the present city limits are the farthest extension to which the city services, particularly sewerage and water, should go?

Mr. JEFFREY: I do not think that the Gore and Storrie report or any other report, whoever made it, is capable of establishing any deadline for the city of Ottawa at any time. Who are we to say, now, that the city of Ottawa will not extend beyond a line such as we have here?

Senator CONNOLLY (*Ottawa West*): That has been said many times; I think we want to get your opinion about it. You do not think that a line should be drawn there?

Mr. JEFFREY: I do not think it is necessary at this time; the only reason they are trying to draw a line is because there have been shortcomings on somebody's part in the past in not extending services matched to the need for development. I contend that within five years if we permit present building in the two townships primarily involved the price of property will be forced down by that alone on the inner line of the proposed Greenbelt.

Senator CONNOLLY (*Ottawa West*): I can see what you mean.

Mr. JEFFREY: And then, with the continued extension of services by the city you would have the whole area taken care of over a period of three to five years, either by industry or by housing development.

Senator CONNOLLY (*Ottawa West*): You are not contemplating further annexations?

Mr. JEFFREY: No, I do not think I want to consider annexations at this time. That is another question.

Senator CONNOLLY (*Ottawa West*): How would the city find authority to construct sewer and water mains beyond its own limits?

Mr. JEFFREY: When they get there—it is not too clear—and the line between the city limit—and the inner boundary of the Greenbelt is not such a big area—we could find some method of taking care of this. Most of that area is developed today.

Senator CONNOLLY (*Ottawa West*): Do you mean that the city of Ottawa may have to extend its sewer and water services, or would it be for the township of Nepean to install them.

Mr. JEFFREY: And pay for them, yes.

Senator CONNOLLY (*Ottawa West*): You contemplate that as an expenditure by Nepean?

Mr. JEFFREY: Yes, because most of that built-up area in there is already developed; it would have to be done on a local improvement basis in any case, whether Ottawa supplied the water or not. If we had to put in a sewer system it would have to be a local improvement; that is the only basis on which we could do it.

Senator CONNOLLY (*Ottawa West*): Then you do not contemplate that the city of Ottawa should be responsible for the building of the water and sewer mains in that area which is now beyond the city limits?

Mr. JEFFREY: No, I do not, because the municipality in which that is situated should be responsible. The area between the city limits and the inner limits of the Greenbelt is pretty well all built up at the moment, anyway, and anything which would be permitted under our own control within the township would be more or less an extension of that, so you would not have this leapfrogging situation which the Greenbelt would enforce.

Senator ASELTINE: What about these improvements in the Greenbelt?

Mr. JEFFREY: We have already enacted our own by-laws within the township. These new developments will have to compare, anyway, with the city standard so that eventually, when the city services come out to the boundary there would be no problem about tying in and carrying on.

Senator ASELTINE: Even through the Greenbelt?

Mr. JEFFREY: Even through the Greenbelt.

Senator ASELTINE: Mention was made this morning of a service running parallel with the Baseline road taking care of the annexed area of the city of Ottawa which was on the border of Nepean.

Mr. JEFFREY: That runs along the side—the extreme limit of the annexed area.

Mr. BELL: To take care of the new area, Copeland park.

Senator ASELTINE: This was annexed to the city of Ottawa. At that time, when the service was put in there, was there ever any agreement or talk between the various interested people about how the township of Nepean would want to connect up some of their services?

Mr. JEFFREY: The council was never approached to my knowledge on that phase at all. I was told that they were engineering it to consider that area in the future, but there was no official representation or agreement between the council and the city.

*By Senator Connolly (Ottawa West):*

Q. I have one more question to ask regarding the Queensway. Have you ever been consulted in any way as a township council regarding the allocation



of an area through which the Queensway would run in the township of Nepean, outside the city itself?—A. No consultation whatever.

Q. You were told that it was going to go in a certain place?—A. Yes. We have heard about Woodroffe avenue and I may state that Woodroffe avenue should be 100 feet wide where it goes on to the Queensway. We are working on that now.

Q. Another question, Mr. Reeve: would you tell me something about the disruption of your school areas in Nepean due to the planning that has taken place?—A. I may say that up to the present there has not been too much disruption apart from expansion, but if this Greenbelt is enforced in its present form it does cut up several of our school sections and, no doubt about it, portions of the school sections would be allowed to develop there would be a heavy population and quite a large number of people going there, and if the other area were left as farm land they would be carrying a heavy education cost.

*By Senator Reid:*

Q. Will the building of the Queensway bring about an added cost to your municipality in view of the fact that you might be obliged to change some highways in your municipality? That usually happens when a main highway goes through. Will it cost you further expense?—A. To date we do not think it will cost us anything but there is always the possibility that county roads will have to be relocated. I do not however foresee any great expense with regard to the location.

*By Senator Connolly (Ottawa West):*

Q. Mr. Reeve, do you ever contemplate the erection of a sewage disposal plant in the event that there should be great development in Nepean, let us say even in the area now designated as a Greenbelt?—A. I have stated before that I do not foresee it but there is always the possibility. Naturally, our people would like to have modern sewage and water arrangements when they can afford it but right now Nepean cannot afford a sewage disposal plant and we do not want to sell debentures to meet the expense of something we cannot afford to pay for. But there is no doubt that perhaps in 15 or 20 years from now the people will want a disposal plant and then, if somebody can tell us that there would be no future annexation, and that another 75 percent of our township was not going to be taken away from us, possibly, 10, 25 or 50 years in the future—I do not know when—this might be done. This new water committee which has been set up in Toronto is, I think, going to help us out. It may be we shall not ever be able to afford to pay for it; I am a great believer in not starting anything you cannot afford to pay for.

Q. Now, if you had a lot of subdivisions placed in Nepean would all the sewage disposal be done by the septic tank method?—A. That has been so in the past with the exception of our veterans subdivision. That is all our plan at present, yes.

Q. The water would all come from wells?—A. Yes.

*By Senator Aseltine:*

Q. Individual wells?—A. We would prefer artesian wells. We are working on artesian wells, that would supply 12,000 or 13,000 houses. I understand that several cities in Canada have done well with artesian wells.

Q. What is the water level? Is it high or low?—A. We do not have the report here. I am not familiar with it. The shaft was sunk to 200 feet and is giving 450 U.S. gallons per minute.

Q. Is it artesian?—A. Yes.

*By Mr. Blair:*

Q. I have always been led to believe there is a point at which that stops obtaining water in that way. I have another question. In some places there is ten acres set out for a school in the future and that is valuable land. It might be valuable for subdivision. What are you going to lose by an assessment on that acreage?—A. We make it a policy that once a subdivision is registered each and every lot is put on assessment as lots and no longer remains farm land. The land is assessed now at \$400.

Q. I was speaking of the ten acres for each school?—A. That is an average in the area.

Senator REID: Is he not just quoting the Federal District Commission proposal in the Greenbelt. I think he is quoting the proposed regulations for the Greenbelt.

Mr. BLAIR: Yes, that is what I am quoting.

Senator REID: He is not in agreement with that and is not responsible for that.

*By Mr. Blair:*

Q. Let us put it another way. What would you lose on the average of ten acres taken out?—A. We would lose the assessment on that amount. It varies in different areas. If you pick out the ten acres where it is located, possibly I could give an answer. If it is in Bells Corners or somewhere like that, you lose the additional value of the ten acres on the assessment roll.

*By Senator Reid:*

Q. In the case where land was formerly selling at \$400 and is now around \$3,000—I am using hypothetical figures—do you take any notice in the assessment of the fact that they are selling it at such an increased valuation from \$400 to \$2,000 or \$3,000?—A. No. It is taken into consideration when the assessment is given. The Assessment Act states that you must assess it according to uses and rental values and so on. These are taken into consideration but not the sale value. It does not really enter into the assessment.

Q. It does not, that is why I ask.—A. That is so.

*By Senator Aseltine:*

Q. What is your definition of actual value?—A. Present day value.

Q. Not as farm land but at town lots?—A. Yes, and some of them as small holdings.

Q. In the case of subdivision I take a very great interest in the new subdivision which has been made in the vicinity of Ottawa and I see the garbage is still taken out on the front street. You have not any alleyways like we have in other parts of Canada. Why do you continue that method of subdividing property? Is there not anything which says you must have an alleyway or lane behind each block where a new subdivision is being made?—A. We are working under the Highway Improvement Act which says you must have 66 foot streets. We have 66 foot streets across the front of the property and we think that is sufficient to maintain, especially so far as snow removal is concerned. That is the only road. If there were a laneway at the back it would have to be maintained also for snow removal. I do not know how a truck could do it especially when we have some very deep snow to be moved. We could not maintain a road at the back and another at the front.

Senator ASELTINE: We have no trouble in western Canada. It just blows away.

Mr. BELL: The general approach in regard to these laneways is that the laneways put on old plans are now being closed. There are constant applications to county judges to close laneways.

Senator ASELTINE: I know of only one lane in Ottawa. It is out behind Broadway. It is not closed.

Mr. BELL: There are a lot open on the plan but they have been taken into people's properties informally and without any legal right.

Senator ASELTINE: They prefer that? They like to have the garbage taken away on the front street.

Mr. GOUR (*Russell*): I said before lunch—and I will repeat now—that your biggest trouble is to know the definition of the Greenbelt. You want to know, if there is to be a Greenbelt, where it will be. You believe that your people and your council could get together with the Federal District authorities to understand the planning and development of the Greenbelt and then you would be able to carry on your own business. If you are left master at home, you would look after these wells and lanes on your own. How would it be, if it were understood that there would be somebody on that committee of the Federal District Commission, planning the development of the capital, where you could get around a square table. Then if you could not get an understanding, you could come back to this committee here and explain your grievance and the federal district board could do likewise. That would enable us to proceed more quickly. We talk about 20 or 25 years. It would then be your responsibility under the laws and regulations of the province of Ontario. We could be talking here for two or three days and would not get an inch further. There is the regulation of the province, and there is your own municipality. Consequently, is it not your wish that you should get together with the Federal District Commission, having knowledge of what they want in regard to that Greenbelt? If they have to force that Greenbelt, and if they wish to buy the land and give so much to the people to preserve that land or give them permission to build on an acre or half an acre within the Greenbelt, you wish that these things would be understood between your council and the Federal District Commission. If there is no understanding you could then come back to us here and we will be in a better position then to judge whether the Federal District Commission is being reasonable, whether the province of Ontario is being reasonable or whether you in your district are being reasonable.—A. We feel that in order to have cooperation it is necessary to have consultation. These two things go together. In regard to the second part of your question, if there is to be a Greenbelt, we want to know where it is and we want to know right away.

*By Mr. Blair:*

Q. What you have said, you have placed on page 22 of your brief and you might say something on it now. You say:

Fundamentally, the need is for a greater measure of consultation and cooperation between all interested public bodies.

Would you comment on that. You have said you believe the plan can be achieved but then in the next sentence you say there is need for this greater cooperation and consultation. Would you comment on the last sentence. I think that is the crux of your opinion about this.—A. Yes. I feel that this national capital plan in fact is a great problem, yet, I have never seen a problem so serious that a group of people could not sit down and, with consultation and negotiation, reach a compromise. It may not be agreeable to Nepean or might not be agreeable to the Federal District Commission. On this national capital we are agreed and our council minutes prove that in years gone by—we are agreed on the national capital plan, with one exception, that is the



Greenbelt. There has been a suggestion by the Federal District Commission to this hearing that they would purchase. Possibly we can negotiate that, if it is so desired. That is what we say, that we believe that the national capital plan can be achieved despite all the problems which have arisen.

Q. I am glad that you said that. But you still go on saying "Fundamentally a greater measure of consultation and cooperation is needed between all interested bodies".—A. I know that I am right. There has been no consultation with the Federal District Commission on the Greenbelt, no formal meeting, I have never sat in with a meeting of the Federal District Commission, and I do not know how you can cooperate without consultation.

Senator REID: Unless they open the door and take you in.

The Presiding CHAIRMAN: Mr. McIlraith?

*By Mr. McIlraith:*

Q. All during the hearings of this committee the term "Greenbelt" has been used a great deal with no precise delineation of what is meant by that term. There has been a discussion of the area, lots of discussion of what was envisaged by the term "Greenbelt". From listening to your evidence I am wondering if you would care to elaborate a bit on what you envisage as a reasonable use of the area now defined as the "Greenbelt", the last area that was spoken about.—A. Well, if it is left as suggested to us, I think our brief mentions the weed belt.

Q. Yes. That is what you say would be done with it if certain propositions of the Federal District Commission were carried out, as I understand it; but what do you think should be done with that area?—A. I think it should be developed with half acre lots, possibly.

Q. Is it your opinion that what are required through that area are proper zoning by-laws?—A. We have proper zoning by-laws.

Q. It is not all zoned, not the whole of the Greenbelt in your township.—A. It is under subdivision control, and our developed area is restricted by by-law. It should all be covered by restrictive area by-laws, in fact, I will go further and say that I think the whole township should be covered by zoning by-laws.

Q. Certainly the whole of the Greenbelt should be covered by restrictive by-laws?—A. Yes, I think we should have a zoning by-law which will protect the ratepayer in the area from undesirable buildings and so on.

Senator REID: Do you not have that now?

The WITNESS: Just in practice!

*By Mr. McIlraith:*

Q. And if that were done, it is just possible that there would not be a great loss to the township at all; it would not be a matter of compensation required, unless the restrictions as to what the acreage could be put to were severe.—A. Another point I would like to mention is this: With each and every subdivision that comes through our council for approval we ask the owner if he would agree to a restricted area by-law for that property. We have only the one owner to deal with and he naturally wishes to get approval, so he agrees and it automatically goes on.

Q. I am quite familiar with that, and I think the township is to be commended for that plan. But I want to discuss something to cover the whole Greenbelt area in your township. Should it not now have made applicable to it some zoning by law for restricted use by others?—A. Yes, but not under these conditions.

Q. No, no, I quite agree. I get your point that you are opposed to these conditions; but I am thinking of something under what you would call proper conditions.—A. Yes, we would go along with that.

Q. If those conditions seemed reasonable to the township council, I take it that it might not be necessary to compensate either the township or the civilian owners, if the uses to which the land could be put were reasonable. Isn't that right and in necessary sequence?—A. Yes, but the word "reasonable" is where we might not agree.

Q. Yes, but assuming that the conditions were such as would appear reasonable to the township council?—A. Any municipality such as ours should be covered by a zoning by law.

Q. Yes.—A. Without doubt.

Q. All compensation to either owners in the area or to the council should not be dealt with until after the question of zoning and the restriction on the use of land in the area were established; it would have to come afterwards?—

A. We would be happy to have a restrictive area by law put in covering this Greenbelt area if we could get some assurance that Central Mortgage and Housing Corporation would renew the loans and allow us to subdivide.

Q. Quite; but now those owners in the Greenbelt are handicapped because of the negative provisions made for loans in the area, are they not?—A. Oh yes.

Q. That is really the nub of your difficulty?—A. Definitely.

Q. And it is possible that they might not be handicapped at all if that negative provision was taken away and a carefully worked out zoning by law was passed and the use of the land restricted for the area?—A. Under section 390 of the Municipal Act?

Q. Yes.

*By Senator Reid:*

Q. Do you think that you could make as good a job in zoning as the F.D.C. does?—A. Now, that is a matter of policy, sir. If the F.D.C. should go out there and say "we are going to do this, but you are going to pay for it" then I think we could do as good a job. But if the F.D.C. should go out there and say "you are going to do this and the people of Canada are going to pay for it" then naturally we cannot compete.

Q. That is understandable.

*By Mr. McIlraith:*

Q. One other subject I want to deal with is the matter of the collection of garbage in the township. Is it not a bit of a problem for you because of the growth of your township?—A. It is no problem. We have a garbage area set up and we have contractors that are competing and it is given out on a yearly tender. In fact the township council very very seldom hears anything about garbage.

*By Senator Reid:*

Q. Do you charge extra for garbage collection?—A. It is on the mill rate.

*By Mr. McIlraith:*

Q. Was there not an article or an editorial in one of the papers about garbage recently?—A. It could be. In the city I saw quite a bit of garbage on Woodroffe Avenue.

Q. There is a lot of garbage on Woodroffe. Was it in the city or in the township?—A. Where I saw it, it was in the city.

Q. You say that it is not a major problem?—A. It is not a problem. We can put it out by contract.

*By Mr. Blair:*

Q. The witness mentioned section 390 of the Municipal Act of Ontario. I have been looking through it, as well as through the Planning Act of Ontario and it seems to me that there are provisions in that act covering almost any eventuality which might develop in your municipality or in any other municipality in the way of preparing to meet such conditions we have been discussing here today. Now, has the municipality of Nepean discussed these plans with respect to its own municipality with the Ontario department and the Planning Area Board? It seems to me that as far as this act goes, and the Planning Act as well, it does not leave much doubt in anybody's mind where the authority and where the jurisdiction lies in connection with any of these plans. If you agree with that, then we try to fit into that situation the interests of the Federal District Commission, and having a capital plan. Now, is it not obvious that if we are trying to find some seasonable basis for cooperation, it is in that little triangle between the municipality of Nepean, the provincial department and the Federal District Commission? I am leaving out just now the Ottawa Planning Area Board which is kind of a walking delegate for the Ontario board in Toronto. Surely there is no doubt as to where the authority lies in connection with this thing. I am just wondering if you and your associates in Nepean have done all that you should do in making these representations pretty clear to the people in Toronto because this act seems to cover everything which you have been talking about.—A. In 1950 we attempted to pass a zoning by-law on our whole township under section 390 of the Municipal Act. The Municipal Act says that application should be made to the Ontario Municipal Board and that a meeting be held at which every ratepayer has a right to put forward his case. The municipal board has the authority to determine whether or not a by-law is approved. We had full authority and had consented to put through this by-law. We had full authority to pass the by-law. We did not see eye to eye and refused at our council level and it never went to the provincial authorities.

Q. You did not see eye to eye with the Ottawa Planning Area Board?—A. With the suggestions of the Federal District Commission. Had we seen eye to eye and had we submitted it to the municipal board every ratepayer would have had an opportunity to present his case and it is obvious what would have happened. We feel that it naturally would have been defeated. We did not go along because we did not think it was the wise thing to do to put in a Greenbelt as was suggested by the Ottawa Planning Area Board.

Q. You thought that it was important to have agreement with the F.D.C. before you went to your own planning board in Ontario?—A. We very rarely put through a zoning by-law when the ratepayers do not object to something which they do not approve. The Ontario Municipal Board on more than one occasion has refused by-laws which we have put through.

Q. Due to that reason?—A. Yes. It is not a year ago that they changed the by-law in Pineglen when we took in the urban area there.

Q. Contrary to Nepean township's point of view?—A. That was Nepean township's point of view as submitted by the ratepayers, but when it came to the farm land they took it out.

Q. Would the reason for that be that there was a question of capital planning in it?—A. I would say it was because of the fact that the ratepayers who owned the farm land in that area and that the urban people tried to restrict the farm land, by saying that they could not keep this and they could not keep that; they could not keep chickens along the border of the urban area. We have had difficulty getting our restrictive by-laws through. Even when council sees eye to eye you have another problem.



*By Mr. Blair:*

Q. Having in mind the national capital plan, I take it that your attitude is that you feel you are quite competent to handle this situation and make a job of it and you would be agreeable to cooperate?—A. That is right.

Q. That is the situation?—A. Yes, sir.

Gentlemen, we have referred to section 390 of the Municipal Act. Would you permit our solicitor to say a few words on that?

Mr. BELL: I think you have covered it, Mr. Reeve, as to what the powers are and, in addition, as to what the practical laws of the situation are. It is one thing to have powers. There are very wide powers in a municipal council to restrict the use in any particular area. There can be no doubt of what would happen when such a by-law is passed and it goes before the Ontario Municipal Board and the ratepayers are notified and come there in droves which would make a 12th of July parade look like just a small operation. I know my friend, Mr. McIlraith, has very often been before the municipal board. Municipal boards, generally speaking, will not give approval if there is vigorous objection from the ratepayers.

Senator CONNOLLY (*Ottawa West*): What would happen if by-laws were passed by the council and even in the face of opposition from ratepayers the Federal District Commission came and appeared before the board and argued the position from the point of view of the national capital plan?

Mr. BELL: I think we would be speculating as to what a semi-judicial board might do, Senator Connolly, in respect to that. My own reaction is that the municipal board, in the face of violent opposition on the part of ratepayers, would not enact such a restrictive area by-law.

Senator CONNOLLY (*Ottawa West*): Do you think that they would listen to the ratepayers rather than to the Federal District Commission?

Mr. BELL: That is my view.

Senator CONNOLLY (*Ottawa West*): The only body that can initiate a restrictive by-law in this case, I take it, is the council?

Mr. BELL: That is correct.

Senator CONNOLLY (*Ottawa West*): It cannot be done by the planning board?

Mr. BELL: That is correct.

Senator CONNOLLY (*Ottawa West*): So that any decision of the planning board with reference to restricted uses of land would have to be reflected in a municipal by-law. Is that so?

Mr. BELL: There is the alternative under the Planning Act of securing an official plan for a designated area. That is an entirely different procedure than under section 390 of the Municipal Act.

Senator CONNOLLY (*Ottawa West*): Yes. Does that mean then that a designated plan can be imposed upon a section of a municipality by the planning board?

Mr. BELL: I am not certain that I am competent and fully instructed to answer that question, Senator Connolly.

Senator LAMBERT: The Planning Act would suggest that, I think.

Mr. BELL: My offhand opinion is "yes", but I am not sufficiently instructed myself to answer that question.

Senator LAMBERT: Theoretically anyway.

Senator CONNOLLY (*Ottawa West*): So the restrictive uses of land can come from a municipal by-law and might also emanate from the planning board?

The WITNESS: That is right, but the minister would have to give it his approval.

*By Senator Reid:*

Q. Would the reeve explain the procedure regarding annexation as to who makes the first move if Ottawa were to take a portion of your municipality?—A. You mean in the case of the corporation annexing?

Q. Yes.—A. The corporation annexing makes application to the Ontario Municipal Board. The Ontario Municipal Board designates a place and a time for the hearings and they hear all the parties concerned from the township. They hear these people and then they make their decision and hand down an order.

Q. So that the people contesting for the municipalities carry it before the board and their views might not be carried by the board?—A. In fact our views did not carry.

Q. That is what I thought.

Mr. BELL: There is no provision in the section for that.

Mr. McILRAITH: Coming back to the point raised earlier by Mr. Bell, when you spoke of the ratepayers objecting to a clause in the by-law, and the municipal board upholding it, does that not come back to the point where the municipal board found that the provision in the requested by-law was not reasonable, and accepted the ratepayer's argument that it was not reasonable. Is that not what they in fact did?

Mr. BELL: Correct.

Mr. McILRAITH: So that it is not really a matter of the ratepayers objecting, it is a matter of the ratepayers objecting and being able to convince this quasi judicial board that their objections were well founded, and that what was being asked was not reasonable and in the interest of the ratepayers.

Mr. BELL: I think that is the point, Mr. McIlraith. It is a question of whose interest is to be served. It is the interest of the ratepayers and that is what I think the Municipal Board generally looks at under section 390. There is an area which is brought under the restrictive area by-law; is this by-law to the advantage of those ratepayers?

Mr. McILRAITH: Yes.

Mr. BELL: What has been suggested here, and the council has drawn the distinction between zoning under section 390 and the proposed Greenbelt restriction, is quite obvious, the Greenbelt is not intended for the benefit of the ratepayers within the Greenbelt, it is intended for the benefit of the public generally, if it is a benefit at all, and thereby, it is in my belief that when you come to the municipal board and they put the test of the benefit to the ratepayers, it would not be approved on that ground.

Senator REID: That is a good answer.

Mr. McILRAITH: There are just two points on that. Is it not possible that zoning restrictions in the Greenbelt could be of such a nature, at least theoretically, that they would serve the interest of the Greenbelt ratepayers and therefore be acceptable, that is my point.

Mr. BELL: The theory is drawn very far, and I am afraid I cannot follow that.

Mr. McILRAITH: My point is this: we have not been devoting attention to the difficulty of what use should be given the Greenbelt, and it is highly possible that the use, if made in that line, could be of such a nature as to be in the interest of those very ratepayers in it, and therefore you have the provisions of the test as applied when applications come in under section 390.

Senator REID: I know, but after all, the taxpayer within that municipality should have a right, and just because a group outside thinks it is for the benefit of the nation it should not be just taken from them.

Mr. McILRAITH: That is my point.

Senator REID: That is what is meant here.

Mr. McILRAITH: That is what I am talking about, and on the ground that that is what is happening I suggest that there are better ways of getting around that, and we must get around it. It is obvious that what has happened with regard to the Greenbelt is quite wrong. That is quite obvious. I thought we started from that premise.

There is the theoretical approach under section 390, and Mr. Bell has put his finger on the difficulty of proceeding under that section. Now, under the Planning Act there is, of course, another approach where there is quite wide powers of the provincial planning authorities. So far as I know they have never, on their own initiative, applied those powers.

Mr. BELL: No.

Mr. McILRAITH: Although they appear to have done so.

Mr. BELL: The only time I think that they have been used in this area is in connection with the official planning of highways.

Mr. McILRAITH: I was not even aware of that. I know they have declined to or omitted to apply them in other circumstances, although theoretically the powers were there.

*By Mr. Gour:*

Q. Mr. Chairman, I am only joking, but I did not understand that two lawyers could come to an understanding on anything. When there is no definition of what they are going to do in regard to the Greenbelt you will never get an understanding.

There is one thing I would like to call to the attention of the reeve. If I understood you well a moment ago, you said that you were ready to meet with the Federal District Commission at any time, is that right?—A. Yes, yes.

Q. On that question of the Greenbelt?—A. Yes.

Q. You are ready to meet with them at any time?—A. Yes.

Q. Mr. Chairman, my feeling in regard to this is that at the present time it can only be dealt with at a meeting of the Federal District Commission and the Nepean council. Is it possible to ask the Federal District Commission if it is ready to meet with the council of Nepean, because I am quite sure they could have taken care of the question long before now. My opinion is that the Federal District Commission is ready to cooperate, although they may not have co-operated with the Nepean council as they should have done. However, I think they are now ready to cooperate in every way, and the only way of cooperating is to get together and have a meeting of those who are interested. Therefore, I ask the chairman to advise the Federal District Commission that you are ready to meet with them and discuss on an equal basis what you want to do and what they think should be done. I am quite sure, by the way you talk, that you are ready to cooperate with the Federal District Commission. I am sure that that group of well qualified men could cooperate and settle this question and discuss whether there will be a Greenbelt, and then you would be in a position to go to the development board and get the approval of the province of Ontario.

The Presiding CHAIRMAN: Gentlemen, this morning it was agreed that while the officers of the township of Nepean were here before this committee that we could hear a statement by the Federal District Commission. Is it your pleasure that we hear Major General Kennedy now?

Some Hon. MEMBERS: Agreed.



Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Federal District Commission, called:

The Presiding CHAIRMAN: Major General Kennedy has a statement that he wishes to read to the committee. It certainly will be very interesting to the officers of the township of Nepean who are here today, and to the members of this committee.

The WITNESS: Mr. Chairman, ladies and gentlemen, I wrote this out during the lunch hour, and if there are any mistakes in grammar or syntax, I beg your pardon for them.

I will read it in order to expedite it. I will be prepared to answer questions with regard to it and to other matters following its reading.

In view of the extremely forcible remarks appearing in the Nepean brief, many of which the Federal District Commission considers inappropriate and misleading and in view of the apparent confusion that exists as to the powers of and the part played by the Federal District Commission, I appreciate this opportunity of addressing the meeting at this time.

I wish to preface my remarks by saying that in preparation of the Federal District Commission's brief we had endeavoured to use non-legal and non-technical language in giving a review of the present situation and proposals for the future. We endeavoured to avoid "weasel" words and to give a true, accurate, and comprehensive summary of the situation. In view of some of the criticisms appearing in briefs based mainly on the Federal District Commission's submission, I may say that if we were rewriting it we would use different language in certain instances, but we still consider it a sound and accurate document and have little either to rewrite, subtract or add to it.

We are not seriously perturbed by the ridicule and rather facetious criticisms concerning our suggestions in respect to the Greenbelt. Anyone who serves on either the Federal District Commission or as a member of its staff is well used to criticism, some fair and some unfair, and we take it as part of the game.

In that connection I refer to the facetious remarks about the number of animals that could be used and so on. There is a reason for that. The reason is that some animals either make loud noises or obnoxious smells, and if you look over the brief in this light you will find that that division of animals is substantiated.

I venture to say that a good lawyer could attack many of the parables in the Bible and make out a similar case as to their ridiculous aspects. The same parables, however, are still quoted and used by all the Christian religions after many centuries of such criticism.

We are concerned, however, by the implications throughout the brief that the Federal District Commission and its planning staff are non-cooperative and the implied indications of actions verging on stupidity and lack of reasonable good faith and truthfulness in our dealings with this committee.

I shall read to you a summary of the township's brief on the Greenbelt.

"(h) Summary.

On the principle of a Greenbelt the views of the council of township of Nepean may be summarized as follows:

(1) The Greenbelt is a wholly theoretical approach, which will not solve the problem of orderly development.

(2) It is negative and repressive and contrary to Canadian traditions.

(3) It is discriminatory, confiscatory and a wholly unwarranted invasion of fundamental property rights.

(4) It will create beyond its limits problems far greater than presently exist.

(5) An orderly program of land assembly and provision of services at reasonable cost is the positive alternative. Let some of the alleged 30,000 lots, within the city of Ottawa, be put to work.

(6) An attempt to enforce, by coercion, where people shall establish their homes, is foredoomed to failure.

(7) The time, thought and effort spent on this wholly impractical plan would be far better spent in the positive and dynamic aspects of planning—the provision at reasonable prices of lands where our citizens may establish homes and gain the sturdy independence which Canadians value.”

Gentlemen, I consider these charges unfair and unreasonable, with the exception of No. 5, which is an item with which we have no power to deal, as being incapable of proof and on behalf of the Federal District Commission I reject them as such.

My reasons for objecting to the language used is because it is my duty to speak for the other members of the commission and its staff and consultants. With the exception of the chairman, they are not a stupid or arbitrary, or thoughtless group of men dealing with matters beyond their ability.

In addition to the chairman there are 19 members of the Federal District Commission. They include a former deputy minister of the Department of the Interior, one of Canada's leading and most intelligent citizens; a leading surgeon of this district; two leading architects, one from Ottawa, and one from Quebec City. There is also a former president, later chairman, of the board of the Canadian Westinghouse Company; two housewives, one a former member of parliament for Alberta and another, bilingual, who was decorated by the Queen for her voluntary work during the past war. There are two professors from universities, several outstanding business men, one of them head of a large departmental store and the other a senior member of the staff of one of Canada's largest departmental chain stores. In addition there is the son of one of the early chairmen of the Ottawa Improvement Commission who carries a heavy load as chairman of our executive committee.

Ladies and gentlemen, these men are not non-Canadian, coercive, repressive, discriminatory or confiscatory in their attitude toward the development of the national capital area. We are served by one of the world's outstanding town planners in the person of Jacques Greber and we recently had the advantage of a visit from Mr. Harland Bartholomew, chairman of the National Capital Planning Commission of Washington, D.C. He went over our past work and projected developments and was most complimentary to both the F.D.C. and its staff concerning the sound conception of the needs of the national capital area, the breadth of vision inherent in the planning, and the economy with which the work was carried out.

In that connection I would just like to read a few words from the report which was prepared by Professor Donald C. Rowatt of the School of Public Administration at Carleton College for presentation to the Gordon commission. I may say that we have not dealt with this in the brief for the reason that it is really the concern of the municipalities, and we expect that the city of Ottawa will bring it up, but under the circumstances and because of the discussion concerning the Greenbelt we believe it is very pertinent at this time. He is speaking of the Greenbelt of Ottawa. I quote. On page 12 it says:

There is good reason for thinking that the ultimate population of the urban area should be limited by such a belt. Tentative evidence from other metropolitan areas in the United States and Canada indicates that

civic costs per capita rise in a startling fashion after a population of about 500,000 is reached. American figures show that as cities increase above 250,000 towards 500,000, the average increase in per capita cost of government is 3.1 per cent, but as they go beyond 500,000 to 1,000,000 the average increase is no less than 51 per cent. Similar figures for Ontario indicate that as population increases from 35,000 to 55,000 per capita costs increase by 4 per cent; from 95,000 to 225,000, by 20 per cent; and Toronto, with a population of about 670,000 has a per capita cost of government 20 per cent higher than that of the next largest city. The small number of very large cities, especially in Canada, and the probability that the standard and quality of civic services is somewhat higher in these cities, of course means that the evidence is not conclusive.

Now you see where we are heading as we get to be a bigger city,—where this expansion of city boundaries that we have just heard defended would lead us. That is one of things we want to caution you against. It also brings up the question of the Gore and Storrie report which has been referred to so often today. I might say that the Gore and Storrie report was developed—and was specifically developed—at the time following annexation in order to take care of an area the size of the then boundaries of the city of Ottawa and the population it would contain. If it is to be extended beyond that it means more trunk sewers and water mains and those would have to come at the expense of the municipalities on the boundaries who demand them, if they do so, and whether they can do it or not I am not sure because the water service particularly is extended almost to its limit at the present time. They have to pump all night into a reservoir and let it run out in the daytime to meet the need at present and that is one of the reasons they are not able to give extra service on the Baseline road. There is another reason for caution. You can see the scattered nature of the developments covered by zoning by-laws on that map at the right there. If you try to link those up and get a sewage disposal plant for that scattered group of people you will heed money in astronomic quantities. I hope, gentlemen, that you will take notice of these things before it is too late. This morning we heard proposals to augment the commission further by adding municipal representatives. I can only point out that we have 30 municipalities within the present bounds of the national capital area. At the present time we have only two municipalities specifically represented on the F.D.C. and I estimate that over 70 per cent of the time of our meetings is involved in details brought up by these municipal representatives, thereby robbing the board of much of the time it should be spending on the discussion of policy. If heavy municipal representation is envisaged it will be impossible to cover the agenda of our meetings in one or two days and I would remind the committee that all members of the commission serve without remuneration, and that those from Newfoundland and the far West already wreck the better part of a week to attend our meetings. These are facts.

As to misconceptions, I was glad to hear the reeve of Nepean state this morning that the gap between the thinking of Gloucester and Nepean and that of the F.D.C. was such that it would be impossible to bridge. I have felt this way for over a year. I was also glad to hear him say that if we must have a Greenbelt we must buy it, compensating the property owners adequately. This is precisely what we have recommended in our brief. If this is done we will have the same right to control the use of our property as the individuals now living in the area, and we shall pay taxes or be subject to the Municipal Grants Act in lieu thereof. It is just as simple as that. We would become citizens of Nepean as far as the Greenbelt is concerned.



As to presentation of Greenbelt plans to the municipalities for discussion, the orderly procedure set up by the Ontario government in planning matters is for us to deal through the Ottawa Planning Area Board whether we like it or not, as we have no powers of our own. This was done as soon as the proposal had been prepared, and resulted in a later meeting called by the mayor of Ottawa with the minister of Planning and Development of Ontario and senior members of his staff present together with the reeves of Gloucester and Nepean and, I believe, most of the members of their councils.

The reaction of the rural municipal members toward the F.D.C. proposal, which, incidentally, was sent to them in advance, was so vitriolic—that I came to the conclusion at that meeting that the gap in thinking between the municipalities and the F.D.C. was beyond bridging. Following that the F.D.C. adopted the idea that the only solution was to buy the properties. As the reeve mentioned earlier today there were further discussions with Mr. Hay and myself and as Mr. MacDonald outlined the present Greenbelt proposals, and as mentioned also at this morning's meeting Mr. Hay and Mr. Sellar had called on the council at a regular meeting at which proposals were made that Mr. Bell has stated were impractical, and I agree with him on that point, it is hard to reconcile the statements on page 18 of the Nepean brief as follows:

At page 210 of the evidence, Mr. MacDonald of the F.D.C. indicated that the boundry "has been discussed with both townships." The council of Nepean has no knowledge of the boundary being discussed with an official of Nepean and takes no responsibility for the boundary.

Gentlemen, I contend that this is a difficult statement for the F.D.C. to digest.

I would also like to place on record the cooperative effort at a lower level. On page 8 the Nepean brief lists a number of by-laws in effect or under preparation. Item (g) concerns Fisher Heights and I wish to report that the chairman of the Fisher Heights Ratepayers Association recently publicly thanked the F.D.C. for its cooperation in helping prepare their by-law. More recently the engineer for Nepean has visited F.D.C. offices re item (e) on the list but the F.D.C. would have no participation because the proposal was in direct conflict with our conception of the Greenbelt. These are facts, gentlemen, that cannot be denied and we say we are cooperating to the full extent of our ability. We often meet with delegations from municipalities and at all times we stand ready to assist in planning efforts and, as mentioned by the reeve this morning, we have a fund of \$25,000 set aside to assist in such work. This is well known to Nepean municipality. The only "string" attached is that the planner selected by the municipality has to be approved by the F.D.C. This is an obvious precaution, but it does show that the F.D.C. realizes that we are spending your money. No Ontario municipality has yet asked for such assistance.

Now for a few instances of what I believe to be errors in thought. On page 13 the Nepean brief states:

Presumably, if in principle a Greenbelt is sound now it was equally sound at the time of the Holt report in 1915. Had such a Greenbelt been then invoked, undoubtedly the boundaries would have been drawn at Island Park Drive or farther east.

I submit chart 21 of the Holt report, showing the built up area of the city of Ottawa as foreseen by him and it coincides very closely with the inner area of the proposed Greenbelt. I shall ask Mr. McDonald to outline the two boundaries on a map for your information. A copy of the Holt report is also available here. Both charts 8 and 21 show the ultimate built up area foreseen and they coincide almost exactly with the present inner boundary of the Greenbelt.

I believe that the closely related thinking in the Holt report and the national capital plan are convincing evidence of the soundness of town planning.

Now, if Mr. McDonald could show you a comparison of the built up area in alternating colours, as foreseen by the Holt report and the inner boundary of the proposed Greenbelt you can see how closely they coincide.

*By Senator Reid:*

Q. Could we have a copy of the Holt report?—A. They are getting scarce but I can lend you one.

Mr. McDONALD: This plate is taken from the Holt report known as plate 21. It is subdivided to indicate clearly that that was the intent of the planners of that day, the built up area as proposed for the greater metropolitan area. We have plotted the outer boundary of that proposed future built up area on this map against and in contrast to the inner line of the Greenbelt boundary as proposed in the F.D.C. 1955 Greenbelt proposal. The red line indicates the line which is shown here (pointing), or the outer line of the built up area as visualized by the Holt commission. It starts out at Britannia, takes in Graham's Bay Station, it follows the C.N.R. easterly, thence south to the Baseline Road, then at a diagonal to the C.N.R. tracks, thence south of the federal station, then to the Rideau river. The present proposal starts at this point (pointing) just past Britannia Bay and follows very closely the Holt report of 1915. The same situation pertains in the township of Gloucester, starting at Green Street. In one case the Greenbelt proposal is indicated in green; in the other, in red; so there is only a very small area here and here (pointing) where they differ. The obvious reason is that you are dealing with the same physical limitations on the ground.

Senator REID: Point out Nepean.

Mr. McDONALD: This is the Nepean area.

The WITNESS: Thank you, Mr. McDonald. We are also ridiculed about the areas proposed for schools, churches and so on. In reply to the criticism regarding areas for schools, I would like to put forward a table developed by Mr. George A. Pearson, superintendent of elementary education of the Department of Education of the Province of Ontario, as a rule of thumb guidance at a recent meeting of Ontario public school inspectors. He gave the following details:

Up to 100 Pupils .....	1½ —	2 acres
200 .....	2 —	3
300 .....	3 —	4
Up to 400 Pupils .....	4 —	5 acres
600 .....	5 —	6
1,000 .....	10	

Chief Inspector McSkimming of public schools in Ottawa has stated to the Federal District Commission that the Ottawa Public School Board invariably tries for an area of ten acres and uses a minimum of five acres for a school.

As regards churches I want to report that the Anglican church has just completed the purchase of a property for a church on the Merivale road right in the middle of this controversial area of Nepean. It is for seven acres and is a tribute to the far-seeing policy of the church involved although contrary to the spirit of the Nepean brief.

Much ado is made about areas necessary for a township hall, a fire station, police station, and so forth. In reply I would point out that there are various areas within the general boundaries of the Greenbelt which have been set aside from the general plan and left for control by the municipality. Bells

Corners and its surroundings constitute one of these, and if the municipality wishes to place all its municipal buildings on a small plot the Federal District Commission will not in any way interfere.

The case of police station in Ottawa on one-third of an acre is quoted as a reason for challenging the fairness of the Federal District Commission. The Federal District Commission has no control over the design, location or area occupied by the police station in Ottawa. In fact, it feels that an acute parking problem will arise because of the very points raised in the Nepean brief. The Federal District Commission is fundamentally against allowing a precedent such as arises because of the police station to influence it in the direction of permitting similar occurrences within the areas it controls or may control in the future.

The Queensway proposal which has been mentioned. It was an original idea generated by the Federal District Commission. The portion which is known as the Queensway and the portion which has been discussed, is entirely within the city of Ottawa. There is not an inch in the municipality of Nepean. The Department of Highways will develop a road on a line of the old C.N.R. but that is a section of the Trans-Canada highway and has nothing to do with us. We do not pay a cent and we have no control. It is entirely a matter between the municipality and the Department of Highways of Ontario and they should address themselves to them. There is a good deal of misunderstanding which has been generated somehow.

As I outlined earlier, we are urged to hurry these things along. We generated a scheme and we have offered to donate the right of way and landscape it when completed. This share of the Federal District Commission will be a matter of some \$7 million which it will cost us. The federal government has undertaken to take a share of the cost. The remainder is to be shared between the city and the provincial government. It is because of delays in these sections that the matter is dragging. We have no method open to us other than to urge them to get on with it, so we are not to blame for that.

The above examples are sufficient, I believe, to indicate the errors in thinking involved in the brief. I can quote several others but I do not think it is necessary.

One misconception which should be cleared up is that Ottawa is to be compared to Halifax, Winnipeg, Hamilton or any other Canadian city. We have only one national capital and it is Ottawa. We have only one Federal District Commission and it is here. The other cities must get along without federal money for their rehabilitation and planning.

Another misconception is our place vis-à-vis the Ottawa Planning Area Board. We have representation—two members—on that nine-member board. We realize that it was practically dormant for several years; and it may have been used to thwart housing developments. We had no part in such action except as may appear in the minutes of meetings and for a couple of years there were no minutes.

We do not believe that as constituted it is serving any very useful purpose but is used as an administrative instrument rather than as a policy-forming and planning body. It is, however, the board which deals with the Ontario government in planning matters and we must use it if we are to remain in normal channels of action. We take no blame concerning its membership for its present or past actions. At times we agree with it and at other times we violently disagree.

As regards to the Greenbelt in Nepean we believe that its importance has been magnified beyond its deserts. Nepean has specifically expressed approval in its brief of the Ottawa river parkway from Lazy bay to Deschenes rapids. This project affects more than 400 families, 400 property owners. The Greenbelt



in Nepean affects roughly 300 families, amounting to upwards of 1,000 people. This is of the order of one-third of one per cent of the population of the metropolitan area of the national capital area.

We congratulate the township on the forcefulness of its brief, but we respectfully decline to agree with many of the views expressed.

We concede the need for minor adjustments in the proposed boundaries of the Greenbelt in order to avoid splitting properties and we also concede that if serviced lots were available outside the Greenbelt much of the present pressure would be relieved. At the same time we point out that Nepean has over 5,000 acres of land between the city of Ottawa limits and the inner boundary of the Greenbelt.

The Federal District Commission in its planning is trying to avoid mistakes now which will be costly or almost impossible to correct later. We are spending most of our money now in correcting mistakes of the past. Space is one of the elements which never becomes obsolete or unprofitable. It has been one of the major defects in the past of nearly all planning for highways, airports and cities. We already foresee federal needs amounting to over 4,000 acres of land within the Greenbelt area. Schools, hospitals, and institutions are already in serious need of new areas for expansion and unless the Federal District Commission provides for it in its planning, it will be blamed by posterity. We are looking ahead for centuries and we believe that posterity will seriously blame those of us who failed in providing room for expansion in the future.

Mr. Chairman, I think you for your kindness in allowing me to place the Federal District Commission's case for the Greenbelt before your committee at this time.

*By Senator Reid:*

Q. General, first of all, I am not altogether convinced that you have answered all the arguments particularly the statement made regarding the lack of cooperation, but I am not going to take up any time talking about that. There are regulations as outlined on page 19, laid down by you in your evidence, but supposing you were given permission to acquire the Greenbelt in Nepean; would you then be above the council Nepean and lay down rules and regulations as to so many acres required for the raising of hogs, frogs, and so on. I can very well understand how they are annoyed about it. Would you be above that?—A. We would be the owners of the land.

Q. If I owned the land and I could not do with that land as I liked and if I had to come with my plan before this council—I ask you: if you obtained that Greenbelt, would you be above the council of Nepean and do what you liked?—A. No.

Q. But you said that in your brief.—A. We would have the rights of a property owner and that would be that we do not subdivide our properties in any manner except in the one which was acceptable to the owner. In our brief we probably endeavoured to give information as to possible uses because we were trying to be explanatory, and we did not expect to be cross-examined on every legal point that we had missed.

Q. What about the lack of cooperation?—A. Frankly, I do not believe that the lack of cooperation exists. I would like you to put a question to any of the members of the Nepean council or to the reeve or anybody.

Q. The reeve is the man.—A. I cannot put questions here; but my question would be this: has any member at any level of Nepean ever approached the Federal District Commission with any request and been turned down, or are we supposed to go with hat in hand to the Nepean council and ask them if they wish to ask us something?

Q. If I were reeve I would expect you to come to me; I would not expect to have to go to you. If I am reeve, sitting on the council, representing the people—I think you are taking the wrong attitude and I would like to have the reeve answer that.—A. I am prepared to be convinced.

Q. I have been reeve for nine years in a municipality and I know. What about the statement that was made? He said you are wrong.

Mr. MOODIE: Mr. Chairman, I would like General Kennedy to explain to the committee why he thought for some time that the gap could not be breached.

The WITNESS: I do not know if that is an answer to my question, but I will answer by saying that because of the statements made at that meeting at which we were present, and because of the statements credited to the members of the council in the press when asked about the Greenbelt, when they would say "What Greenbelt? We do not know of any Greenbelt!"

Mr. MOODIE: That is the only gap we felt could not be breached, namely, the Greenbelt. We felt that if the Federal District Commission wanted to delineate the boundaries, they had every right to send for the Nepean council, to send us a formal letter and ask us to attend a meeting of the Federal District Commission but we were never asked to attend any meetings to discuss the boundaries or anything else.

*By Senator Lambert:*

Q. In the amendment to the Federal District Commission Act, after the committee of 1944 enquired into the relations between the city of Ottawa and the Federal District, in the new act there was a procedure set down not only with respect to the municipalities and the city of Ottawa, but in other municipalities which were affected by this area; there was a procedure set down there for cooperation between the Federal District and those municipalities. If any insuperable difference of opinion on anything developed, where the Federal District Commission was concerned, it always had recourse to the governor in council. I think those were the provisions of that act, putting them in general terms. Now then, the Federal District Commission, offered its services to these municipalities in the matter of zoning and planning. We have had it acknowledged by everybody who appeared here that it has been useful and has contributed many many forms of assistance and help in that way; but they never, so far as I know from the evidence, have assumed or presumed upon the jurisdictional authority that was clearly the ground of the municipality and the province of Ontario. In the same way, on the other side of the river, it was the sole affair of the municipality and the province of Quebec.

The Federal District Commission are the first people to admit that they are bound by jurisdictional limitations in these matters but that does not preclude development under cooperation, and I think that is the nub of this whole thing. There is no reason for any recriminations coming out of this thing; but we have got to try to find some way of laying the ground for better cooperation, that is all, recognizing the limitation of authority.

One of the difficulties about this country anyway, whether it involves the problems of the Federal District Commission and the capital area, or the relations of the provinces right across the country with the Dominion—one of the great difficulties is getting understanding on a basis of decent cooperation. I do not think that we can define this thing in any hide-bound way. I think that the thing we have got to carry out is the spirit really of the amendment to the Federal District Commission Act which was put through in 1945. It tried to lay the ground as far as any federal parliament could do it for cooperation between the Federal District Commission and the municipalities that came within that area. It has turned out to be a pretty complicated pill, I admit, when you consider the provincial authorities as expressed in the Municipal



Act and also the rights of the taxpayers in the municipalities themselves. But there should be some formula that we can evolve—I hope we can anyway—we try to point the way to some progress in connection with this whole plan.

*By Mr. Gour (Russell):*

Q. If it is not too much to ask, I would ask you if you did not think that a man of your importance and also as a member of the Federal District Commission being a matter itself of great importance—while at the beginning it was not thought to be a big affair, but it has been growing year after year to the size it has now reached—if you did not think that an important man like yourself—and as I said before, if all the members of that board should not be paid, and that their chairman should be paid and should have the time to listen to the griefs of these municipalities?

We talked a lot at the beginning, as usual; anyway there was a bit of politics and so on; but you will have to get cooperation; you have got to have somebody with you, and you cannot very well cooperate with council without having somebody to represent you. I am not of your opinion that there should not be representatives of Gloucester or Nepean or these municipalities which are interested, because the taxpayers should have the right and the responsibility of having some people there on their own. I am still of the opinion that this board should be more representative, and that the chairman of the board should be paid on a yearly basis and should be reasonably well paid as any important man who is working on a thing to which he has to devote his time would know, and also for the reason that after he is through, people will say "He was a bad boy!"—A. We are used to that!

Q. I know, I am a public man myself. I ask you if you do not think that the chairman should be paid anyway, if not the board, and it should be a larger group, and every important municipality should be represented on it. And if these people are not paid, at least they should have somebody acting with your cooperation on that board.

*By Senator Lambert:*

Q. Following up what General Kennedy said, I wonder if the purpose and the object of the amended act in 1945 was to give plenary powers as far as they could be given to the Federal District Commission to deal with all the problems which arose in relation to the development of this district including a contact with the municipalities involved. Now then, after that was done and indicated and the legislation was passed there was set up here two other bodies which tended to undertake to deal with a great many of the problems that today are in dispute. One of those bodies was the Capital City Planning Commission and the other one was the Ottawa Area Planning Board.

I know at the time the committee met and made its recommendations at the time that the new legislation came in, the idea was that the Federal District Commission would be the body which would have contact with these municipalities and be responsible directly with them for whatever plans might be involved and so on. There were certain recommendations made that things should be done, such as the new terminals, sewage disposal plant, and so on. Now, is it fair to assume that more headway, more progress, would have been made if the Federal District Commission had dealt directly with these bodies instead of having the situation a little more involved by the existence of two other boards dealing with the same problem? Just as an ordinary principle of organization, I think that subcommittees and suborganizations have created more trouble and more difficulties than ever would have occurred if there had been direct contact between the two bodies. I have some grounds for claiming that there was a bona fide reason for the establishment of the Capital Planning



Board because it was directly associated with Mr. Greber's plan; but that being completed today, is there any reason why one or two of these board should not be eliminated and the contact directed—as far as judicial facilities will permit contact direct—between the Federal District Commission and the municipalities or the representatives of the municipalities effected. That also would bring in, of course, the province of Ontario under the Municipal Act and the Provincial Planning Act. It seems to me that there might be some virtue and some advantage gained by having that direct contact as far as we could establish it.

Mr. MOODIE: We feel too that there are too many boards. We have the County Advisory Committee, the City Advisory Committee, the Ontario Planning Board, councils, and so on.

Senator LAMBERT: Speaking further on that point, one of the other municipalities, the township of Gloucester, when they were presenting their case here, made the statement that they were suspicious that the Federal District Commission had too much influence on the Ottawa Planning Area Board which reached right down to Queen's Park in Toronto. If there is that room for suspicion and lack of cooperation, let us cut the ground from under it as soon as we can; I think that suspicion is unjustified, but still with that complication of organization there is room for small politics and suspicions to develop.

*By Mr. Blair:*

Q. General Kennedy, you were here when the brief was presented by the council of the township of Nepean. After all these are representatives of the township and sound men. They have stated they are in agreement with the necessity of a national capital plan. Is that not so?—A. Except the Greenbelt?

Q. Let us leave that out for the moment. They further have expressed a desire for cooperation. I brought that out three or four times this morning. I still believe that cooperation is possible. I was impressed this morning and I went back two or three times to the reeve about his meeting the Federal District Commission. You will agree that all this does not need to be sent to the United Nations, and I still think this dispute can be settled; but I never saw a dispute that was settled yet where people did not unbend and get together in it. It is obvious that these people feel they have some form of a grouch so far as the situation is concerned. I still believe they are very reasonable men. What is wrong with getting together and seeing what can be done to settle this thing. There will never be a proper plan produced until there is a getting together on this and a forgetting of the heat concerning it. They say that they have only been consulted once. It is obvious that they have been ignored. There is no harm in getting together and talking it over. I still believe that cooperation is possible between reasonable men. I do not see any way in which this can be settled unless you get together, and I ask you to get together somehow and work out a reasonable plan.—A. Certainly we are willing to cooperate to the fullest extent. We cannot help feeling a little bit resentful of the fact that we have been accused of non-cooperation because that was a question I asked to be put to the members, as to whether there was ever any request made at any level by the municipality or any of their employees for assistance or information or advice that was turned down. The only time, I understand, that happened was when something was involved like the Bell's Corners affair. I assure you that if there is anything we can do we will meet with their council and will do anything we can to cooperate with them.

Q. Then if any persons from your body or from Nepean township have a chip on their shoulder, for heaven's sake drop it off as from June 12 and get together.—A. I had not realized that there was a chip until I read this brief.

Q. And you had one when you presented your brief.—A. Frankly, I do resent the implication which seems to have been made that we are an unreasonable group of people.

Q. We want cooperation and as from June 12 will you people get together now and plan?—A. Mr. Moodie and I are very good friends. We come from the same part of the world here.

Q. I think that you are both reasonable men and can get together and settle this without having a row.—A. Frankly, my impression is this, and I think Mr. Moodie will agree, that there is no proposal which we will make in the way of zoning which will be acceptable without ruining the Greenbelt as we see it. The next step, if we are going to have a Greenbelt, is that we must buy it and that is what we are recommending—that we go out and buy it in the open market and if we cannot agree on a price then the Expropriation Act comes in. That is our recommendation and I think we are in agreement on that. I am perfectly willing to go to bat with Mr. Moodie, or his council, and so are any of my members.

Q. Let us forget all this heat and get together. I think you all are reasonable men. We want cooperation and want to see this job done.

*By Senator Lambert:*

Q. I do not want to ask General Kennedy to comment on anything which Mr. Greber said, but he did make this statement that the Greenbelt was an unfortunate description and that there was so much rigidity about it.—A. We think it is an awful name but it is like the "pink belt" in Nepean; it has been adopted.

Q. It is hard to say what it connotes.—A. Controlled use of land is what it is.

Q. I know, but it is all based on what plan you are going to use in relation to it; I think that is what comes first.

*By Senator Connolly (Ottawa West):*

Q. I do not wish to hold up the committee more than a minute. Are there any of the restricted uses which you propose to install if you own this area which might be modified? In other words, you require a certain amount of land for a school or for a church and things like that; do you feel that you are entitled inevitably to those amounts of land?—A. No. Those items are things that can all be adjusted.

Q. In other words, if you owned the land it would not necessarily be restricted to the use prescribed in the agreement?—A. No. That could be used for any use that does not violate the spirit of the Greenbelt.

The Presiding CHAIRMAN: I think that Reeve Moodie would like to say a few words. Do the members feel that we have sufficient information from the officers of the corporation of the township of Nepean to let it go at that for the time being? Or do you feel that we should ask them to come back here.

Mr. McILRAITH: We have sufficient information.

Senator LAMBERT: I think we have now a much better idea of what is involved in Nepean township's problems than we had before. I do not see anything more which could be served by discussing this brief any further. I think that we are certainly very grateful to those who came down here and spent so much time telling us about it; that also goes to General Kennedy in coming here to speak to us by way of explanation. I hope we will be able to come to some conclusions that will be applicable in relation to the whole problem.

The Presiding CHAIRMAN: I wish to extend, on behalf of the members of the committee, our sincere thanks to all the officials of the township of Nepean who have been here for these two very constructive sessions that we have had with them today.

The committee adjourned.



THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



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Joint Committee of the Senate and the House of Commons

on the

# FEDERAL DISTRICT COMMISSION

*Joint Chairmen:*—The Honourable Senator F. W. Gershaw  
and  
Mr. Armand Dumas, M.P.

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 14

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THURSDAY, JUNE 14, 1956

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WITNESS:

Her Worship Mayor (Dr.) Charlotte Whitton, C.B.E., of the city of Ottawa.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1956.

MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,

and Honourable Senators

Aseltine, W. M.

Cameron, Donald

Connolly, J. J. (*Ottawa West*)

Connolly, H. J. (*Halifax*)

Dessureault, J. M.

Lambert, Norman P.

Reid, Thomas

MEMEBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,

Aitken, Margaret (Miss),

and Messrs.

Blair, W. G.

Buchanan, W.

Caron, A.

Ellis, Claude

Fraser, Alan (*St. John's East*)

Gour, J. O. (*Russell*)

Hansell, E. G.

Harkness, D. S.

Houck, W. L.

Leduc, R. (*Gatineau*)

Mang, H. P.

McIlraith, G. J.

Nowlan, G.

Philpott, E.

Richard, J. T. (*Ottawa East*)

Robichaud, H. J.

Weselak, A. B.

Antoine Chassé,  
*Clerk of the Committee.*

## MINUTES OF PROCEEDINGS

The Senate, Room 368,  
THURSDAY, June 14, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital met a 10:30 a.m. Mr. Armand Dumas, Joint Chairman, presided.

*Present:*

*The Senate:* Honourable Senators Aseltine, Cameron, Connolly (*Ottawa West*), Gershaw (*Joint Chairman*), Lambert, and Reid.

*The House of Commons:* Miss Aitken, and Messrs. Blair, Caron, Dumas, Gour (*Russel*), Hansell, Leduc (*Gatineau*), McIlraith, Philpott, Richard (*Ottawa East*).

*In attendance: From the City of Ottawa:* Her Worship Mayor (Dr.) Charlotte Whitton, C.B.E.; Controllers George H. Nelms and Roy Donaldson, of the Board of Control; Mr. David McMillan, Chairman, of the Ottawa Transportation Commission; Mr. J. H. Lowther, Finance Commissioner; Mr. W. E. MacDonald, Water Works Commissioner; Mr. L. W. Pillar, Director of Planning and Works; Mr. L. W. Wright, Assessment Commissioner, and Mr. T. D. Williams, Labour Economist from the city Treasury; *from the office of the Privy Council*, Mr. H. J. Hodder; and *from the Federal District Commission:* Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Allan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning; S. B. Wass, M.E.I.C., Railway Consultant; Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant.

The Committee considered a brief submitted by the City of Ottawa.

Her Worship the Mayor of Ottawa, Dr. Charlotte Whitton, C.B.E., was called.

Dr. Charlotte Whitton presented the brief. She introduced the delegation accompanying her in attendance before the Committee. Hereafter she proceeded to the reading of the highlights contained in the brief.

At 12:35 o'clock p.m., the examination of Dr. Whitton still continuing, was adjourned to the afternoon sitting.

The Committee took recess.

### AFTERNOON SITTING

The Committee met at 3:30 o'clock p.m. Mr. Armand Dumas, Joint Chairman, presided.

*Present:*

*The Senate:* Honourable Senators Aseltine, Dessureault, Gershaw (*Joint Chairman*), Lambert, and Reid.



*The House of Commons:* Miss Aitken, and Messrs, Blair, Caron, Dumas, Gour (Russel), Hansell, Houck, Leduc (Gatineau), McIlraith, Philpott, Richard (Ottawa East), Weselak.

*In attendance:* The same as those listed in attendance at the morning sitting.

The Committee resumed from the morning sitting the adjourned consideration of the brief submitted by the City of Ottawa.

The examination of Dr. Charlotte Whitton was resumed. At 4:45 o'clock p.m., the said examination still continuing, it was adjourned to the next meeting of the Committee.

At 5:50 o'clock p.m. the Committee adjourned to meet again at 10:30 o'clock a.m., Tuesday, June 19, 1956.

Antoine Chassé,  
Clerk of the Committee.

## EVIDENCE

June 14, 1956,  
10:30 a.m.

The Presiding CHAIRMAN (Mr. Dumas): Senator Gershaw and members of the committee, we have this morning for consideration a brief which has been prepared and submitted by the city of Ottawa. On behalf of all the members, I am very happy to welcome Her Worship Mayor Charlotte Whitton, who is sitting on my left this morning. I will call on her to introduce to us the members of the council of the city of Ottawa who are here this morning and the officers also.

**Her Worship The Mayor of Ottawa, Dr. Charlotte Whitton, C.B.E., called:**

Brief Submitted by the  
City of Ottawa  
to

The Joint Committee of The Senate and The House of Commons appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital of Canada.

This Brief is transmitted, on behalf of the City, *by the Board of Control.*

*Chairman*

Her Worship the Mayor, Dr. Charlotte Whitton, C.B.E.

*Members*

Controller George H. Nelms  
Controller Roy Donaldson

Controller Paul Tardif  
Controller E. W. Jones

The Brief was prepared under the general guidance and direction of a committee comprised of

*Chairman*

David McMillan, Chairman, Ottawa Transportation Commission

*Vice-Chairman*

W. E. MacDonald, Commissioner of Water Works

*Members*

J. H. Lowther, Commissioner of Finance and City Treasurer  
J. E. Stanley Lewis, Chairman, Ottawa Hydro Electric Commission  
G. C. Medcalf, City Solicitor  
L. W. Pillar, Director of Planning and Works  
L. M. Wright, Assessment Commissioner  
Dr. Roger Kennedy, Medical Officer of Health  
W. W. Rankin, Director, Traffic Engineering Services  
Stuart Heath, Deputy City Treasurer  
W. L. Cassels, Consultant to the City on Planning  
Her Worship the Mayor, ex officio

*Secretary to the Committee*

T. D. Williams, Statistician Economist, Treasury Department

*Steering Committee*J. H. Lowther  
G. C. MedcalfDavid McMillan  
W. E. MacDonald

## PREFACE

## "A CLOSER PARTNERSHIP"

"The Federal Government and the City of Ottawa, as well as other nearby municipalities in reality are travelling along the great national highway of Canada in close partnership; and the journey has just been commenced. The objective at the end of the road is a unified Dominion and a great National Capital which in every respect should reflect the strength of a normal and healthy growth."

Such were the words in the closing paragraph of the Recommendations of the Joint Committee of the Senate and the House of Commons (August 1, 1944) "appointed to review the Special Problems arising out of the Location of the Seat of Government in the City of Ottawa and to Report on the relations between the Federal Government and Municipal Authorities of the said City and Responsibilities in respect of such problems."

The terms of reference of the 1956 Committee read: "to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital of Canada."

The City of Ottawa attaches importance to the marked difference in the terms of reference of these two Parliamentary Committees.

The City is gratified at the apparent agreement that the partnership, forecast in the 1944 Report, has indeed become a reality and that the invitation to the City of Ottawa to offer submissions at this time is a recognition of its place and responsibility as the Capital in this partnership and its competence to offer comment not only on such progress as has been made in these years but on the problems which tend to impede a fuller realization of our common objective together with proposals for advancing and enriching it. In such spirit the City seeks, in these submissions, cordial and co-operative examination of difficulties, common to both parties and within the terms of reference of the Joint Committee.

Consequently, no submission is offered herein in respect to any possible change in the status or constitutional relationship of the City to the Dominion authority or in its own autonomy or incorporation or to any possible fundamental change in the constitution of the Federal District Commission but should members of the Committee desire, apart from this submission, to explore any such aspects of the situation, it is to be understood that Her Worship the Mayor is prepared for examination thereon.

Similarly the City would wish it to be recorded that it is not seeking any special financial consideration, any preferential treatment in grants or aid from the people of Canada through the Dominion Treasury. In respect to all regular and comparable obligations of municipal government under the legislation of the Province of Ontario, the City of Ottawa seeks no other or different treatment from the Dominion Government than what is accorded to certain other municipalities of the Province under The Municipal Grants Act or than what is being sought by all of them. Ottawa supports the consistent representations of the Canadian Federation of Mayors and the Ontario Association of Mayors and Reeves that this must ultimately be full "tax-lieu" payment by the federal



authorities to each local government of their proper liability, on a comparable basis with all other municipal taxpayers in accordance with the prevailing assessment and municipal financing procedure of the municipality concerned.

The City of Ottawa asks neither gifts nor generosity from the Dominion Government; it asks only just and fair payment of tax-lieu grants on the same basis as the statutes of Ontario impose upon all other users of the resources and protection of the municipal government. The City, at this time, wishes to put on record the marked advance to such fairer and more realistic payments of the Dominion to Ottawa under the Municipal Grants Regulations (1950) and Act (1951) and its constructive amendments of 1955. For the first time since the City became the Capital of the confederated Dominion, it is now able to contemplate a budget in which these tax-lieu grants can be anticipated as reasonably approximating the cost of the municipal services provided to the Dominion, and, what is of fundamental importance, with some measure of stability from year to year, which was lacking in a situation where there was only the variable assurance of uncertain negotiated lump-sum payments, and agreed upon over short intervals only. The City of Ottawa should now be able, with the confidence of this statutory certainty, to review and adapt the mechanism of its entire administrative structure and its longer term planning, financed from current revenues, more in keeping with the requirements of adequate and effective local government and maintenance of the Capital of Canada.

However, the City desires to recall to this Committee the resolution of the House of Commons of June 1948, "The development of a National Capital is at least in part a national responsibility."

The government of the City of Ottawa has a heavy dual responsibility to the people of Ottawa and also to the people of Canada for their Capital.

The City suggests that, in view of the specific terms of the reference of this Committee, its deliberations, insofar as they apply to the City of Ottawa, might well concern themselves with some clarification of the National Plan, the obligations and complications arising therefrom under both provincial and municipal powers and responsibilities in the Province of Ontario, and definite exploration of the development and sharing in both plans and costs of a capital nature that would not in timing or in extent, be involved for a comparable Canadian city, were it not the Capital.

To this end it seems imperative, in the first instance, to keep separate and distinct two areas and phases of government at the local level within the City which, it appears, are becoming disturbingly confused in respect to the so-called national plan and the powers and scope of the F.D.C. in relation thereto, and indeed, under any constitutional authority which the F.D.C. or any comparable body, enjoys or can be given by the Parliament of Canada within the British North America Act and the provincial authority of the Legislatures of Ontario and Quebec.

It cannot be over-emphasized at this time, that there are distinct areas of action and responsibility, *de jure* but also *de facto* in the operation of government within the municipalities of the so-called National Capital Area, and insofar as this submission is concerned, particularly of the City of Ottawa.

One of these concerns itself with the national plan of the actual area, land, buildings, physical and geographical development of the background, the setting in which the public buildings and business of the people of Canada are to centre and develop. This area of action and responsibility is primarily one of technical planning, engineering, architectural and general physical considerations based on the finest possible development of 27,225 acres of land and 3,256 acres of water that form the actual physical base of the Capital of Canada—the geographic City of Ottawa.

That physical development in 1899, it was agreed by the Parliament of Canada and the people of Ottawa, would be entrusted to a Dominion body—the Ottawa Local Improvement Commission which operated from 1899 to 1927 and to which the Federal District Commission succeeded by the enactments of that latter year.

But the other sphere of government responsibility within the City of Ottawa concerns itself, fundamentally and inalienably with the daily living, protection and civil rights of some 225,000 human beings, resident of Ottawa, living on these 30,000 acres, and, in all their living, relations and rights, controlling through their direct franchise those who administer the municipal government, entrusted with these basic phases of their living, under a form of local government, prescribed by the Province of Ontario and exercising all its powers as delegated under the Ontario Municipal Act and the numerous and complicated statutes and regulations, accrued since 1791, in body of provincial enactments and provision.

To confuse these two areas and spheres of government not only tends to create conflict and misunderstanding but involves considerations striking at the very basis of Confederation and encroachment upon the civil rights guaranteed to the people of every province.

It is submitted that if these two different aspects of the National Plan—the physical and the governmental—be kept separate in exploration as they are in statute and in fact, the basis exists, in good will and ingenuity to effect a workable partnership in the development of “a great National Capital which in every respect should reflect the strength of a normal and healthy growth.”

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## PART I

(Page 1)

### INTRODUCTION

At the time of the City's meeting with the Parliamentary Committee almost 12 years ago, Ottawa had a population of about 163,700 in an area of approximately 6,100 acres.

As a consequence of an influx of people during the war period, 1939 to 1945, there arose a demand for more and more housing accommodation.



It was generally supposed that shortly after the cessation of hostilities many of those who had come to Ottawa in connection with war work and military service would return to their former homes and that conditions in Ottawa revert to a more normal state, or nearly so.

Due, however, to changed national conditions, involving an expansion of governmental staffs, instead of diminishing from the war period levels the increase persisted at an abnormal rate after the war and has continued at an unprecedented rate ever since.

It became evident that the City would have to acquire adjacent rural territory or become reconciled to the idea of being the senior unit in a group of separate towns and villages which would of necessity spring up outside the boundaries of Ottawa to accommodate the overflow of population. This development would of course have been a serious obstacle to future planning such as the City had envisaged in its working partnership with the Federal District Commission.

When annexation was first contemplated, the City had in mind an area of about 6,000 acres which would, it was calculated, provide for a doubling of the population as it was at that time and would suffice for the next 25 years expansion; the intention being that an area of that size could be planned and integrated economically and conveniently by systematic, fairly compact development from the centre outward without placing too great a financial strain upon the City, or too heavily mortgaging its future.

It was early realized, however, that Ottawa is not an ordinary municipality free to follow the most economical course, but has a unique position and a unique responsibility as the key municipality within the National Capital area. As well as being a municipality in the Province of Ontario it is the Capital of Canada and, as such, a partner in the plans of the Federal Government, as expressed through the medium of the Federal District Commission and its various agencies.

With this in mind the City of Ottawa decided to acquire, by process of annexation more than 24,000 acres of adjacent territory, so that it could be properly planned and developed within the framework of the master plan of the National Capital planning authority. Thus, while Ottawa in 1944 had a population slightly under 16,000 in an area of 6,100 acres, Ottawa in 1956 has a population of about 216,000 in an area of more than 30,000 acres.

The new boundaries were chosen having in mind the probable limit for urban development as indicated by National Capital Planning studies then in progress and the extent to which this area would be served by sanitary and water facilities in accordance with the Gore and Storrie Report, also then in prospect.

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The tremendous cost of servicing the first developing subdivision springing up throughout the whole annexed area, in addition to the backlog of deferred maintenance and capital needs resulting from 10 years of depression and 6 years of war, presents a staggering prospect for city ratepayers.

It is true that other cities have similar problems associated with rapid growth. But most other comparable cities are built around industry, which is the main support of their tax structure. Ottawa is built around the Government of Canada and has little other industry of any account. Indeed, the City, in deference to the plans put forward over the years for the beautification of the National Capital, has not seriously encouraged heavy industry or any other business which might create conditions inimical to the development of this area as envisioned in those plans.

It is recognized that Ottawa's chief endowment is its topographical beauty and its destiny a magnificent capital of a great and vigorous country. It is recognized too that in its character as the Capital of Canada Ottawa belongs

to the people of Canada who have a right to regard it as their own and to have a generous part in its development and adornment as a symbol of the nation's grandeur and a reflection of their own character.

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## PART II

### THE PROBLEMS OF URBAN MUNICIPAL GOVERNMENT

The substantial growth of the Canadian economy since 1945, coupled with a consistently high level of employment, has posed a number of serious problems for Canadian municipalities, especially those in the Metropolitan Urban areas. The most important factors, from the point of municipal financial situation, have been the population increase, the rising standards of living—entailing increased demand for services, and the rising level of prices. These have caused a considerable increase in municipal expenditure, while municipal revenues have increased to a much lower extent.

These problems, moreover, have been superimposed on a financial structure which had already been severely strained by the trials of the 1930's, when the municipalities, caught between shrinking revenues and mounting costs of welfare and unemployment relief, were forced to forgo much needed capital improvements and to follow a policy of severe financial retrenchment which meant that by 1939 there was already a considerable backlog of deferred maintenance requirements and an accumulation of postponed capital projects. During the war, the prior claims of defence on the manpower and material resources of the nation involved the continued restriction of maintenance and further delayed new projects.

The position in 1945 was that "An enormous backlog of expenditures had been built up and was continuing to grow. It was with this backlog that the municipalities entered the post-war period of population increase and economic expansion which has continued to this day. They faced the problem of financing not only the expenditures which had been deferred during fifteen years of depression and war, but also vast new expenditures on works and services required to meet an unprecedented rate of growth in population and economic activity."<sup>1</sup>

Although the development of the economy has added a substantial volume of taxable property to local assessment rolls, the increased revenue has been largely offset by the rising level of prices. Mr. Goldenburg has pointed out that "The relative inflexibility of the municipal revenue base is striking. It does not respond to economic influences as quickly or to the same degree as do taxes which are more closely related to income or to the productivity of business. The figures for the years since 1945 show that even in a period of rapidly rising property values and of large-scale residential, commercial and industrial construction, the rise in productivity of the tax on land and buildings has lagged far behind that of such provincial revenue sources as the sales tax, the gasoline tax, motor vehicle licences, corporation taxes, and receipts under the Federal-Provincial Tax Rental Agreements. While a substantial volume of new taxable property has been added to municipal assessment rolls, which accounts in large part for the increase in real property tax revenue, this increase has lagged behind the rise in wages, prices and construction costs and has in effect been offset by it."<sup>1</sup>

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<sup>1</sup> Carl Goldenburg, O.B.E., QC. "Municipal Finance and Taxation: Problems and Prospects. Canadian Federation of Mayors and Municipalities. "Forecast of Urban Growth, Problems and Requirements 1956-1980."

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Moreover, the rising level of taxation paid to the Federal and Provincial governments tends to harden resistance against increases in property taxes by the municipalities, whose political position is clearly a sensitive one.

"Aside from the fact that the productivity of the real property tax does not increase as rapidly as other taxes, the taxes imposed by other governments, by their very nature, constitute a prior charge on the income of the same people who own real property and who have to pay real property taxes. This, therefore, precludes administration at the municipal level of a bold taxation policy on the basis of need and creates a strong psychological reaction to any rate increase in real property taxes, regardless of their relationship to the general level of prices and income or their relative burden as compared with those of other governments.<sup>2</sup>

The crux of the problem is, therefore, that the expenditure of the municipalities has increased enormously, and gives every indication of increasing at, or about, the same rate in the future, while their revenue, being both narrowly-based and unusually resistant to change, has lagged behind and gives every indication that it will continue to lag, with the result that capital outlays can only be met by the acceptance of a steeply rising level of debt.

A recent study by the Canadian Federation of Mayors and Municipalities<sup>3</sup> has shown the great variations which exist between the various levels of government in per capita revenues, and the change in these revenues over the years.

#### Revenues per Capita

	1930	1949	1951
Federal Government .....	30.94	45.33	270.68
Provincial Government .....	15.50	21.10	65.68
Municipal Government .....	30.06	28.07	45.49

The study also shows the percent increase in expenditure and revenues.

#### I.

#### GOVERNMENT EXPENDITURES

##### % INCREASE 1930-1951.

	Actual Dollar Expenditure	Constant Dollar Expenditures
Federal .....	787.4%	411.4%
Provincial .....	384.3%	179.1%
Municipal .....	143.2%	40.2%

#### II.

#### GOVERNMENT REVENUES

##### % INCREASE 1930-1951.

	Actual Dollar	Constant Dollar
Federal .....	1,100.3%	591.7%
Provincial .....	481.6%	235.3%
Municipal .....	107.5%	19.6%

<sup>2</sup> "Municipal and Intergovernmental Finance, 1930-1951." Canadian Federation of Mayors & Municipalities, p. 32 (emphasis in original).

<sup>3</sup> Ibid—p. 31.



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The survey also draws attention to another difficulty faced by municipalities:

*"The municipal taxation problem is further aggravated by the method of municipal financing and the basis of rating for taxation purposes as compared with other governments. Generally speaking, provincial legislation restricts municipalities to raising only sufficient revenues to meet current budget requirements. This means that they must finance on the basis of a balanced budget each year and this must be accomplished, in large part by a rate of taxation imposed on taxable real property. The result is that the net requirements of municipal governments, i.e., gross expenditures, less miscellaneous revenues and taxes, less grants and contributions from other governments, must be met from this one tax source. This is not so in the case of other governments. Their tax and revenue resources are multiple and diversified and they are not obligated to finance their expenditure requirements on the basis of an annual balanced budget."*<sup>1</sup>

A further significant factor affecting municipal financing is that municipalities *must* provide annually not only for interest on their funded debt but also for the retirement of the debt. Unlike bonds of other governments, those of municipalities require either direct repayment of principal instalments or provision for retirement at maturity by sinking fund deposits, progressively each year throughout the term of the issue. Consequently, those amounts must be budgeted for each year and met out of tax or miscellaneous revenue sources. This is not so in the case of other governments.

These problems are common, in some degree, to all municipalities in Canada. Their relevance to the question of the National Capital Plan is solely to emphasize that expenditures undertaken as a result of the Plan are being met, not by a body which has substantial reserves with which to absorb the extra cost, but by an organization whose financial resources are already severely strained.

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### Part III

#### *The National Capital and the National Plan*

##### *The Background*

The Capital of the Province of Canada (Canada West—Ontario and Canada East—Quebec) which, at Confederation became the Capital of the Dominion was then a community of some 19,000 people, dwelling on less than 1,500 acres. But because of its strategic location on the Ottawa and the political and economic power of the Canadian timber trade, of which it was the centre—of both the squared and sawn product—Ottawa in the preceding decade had been able to wrest the choice of capital from the strongly competitive, larger, and wealthier Quebec, Montreal, Kingston and Toronto.

Physical features, swinging the balance in Ottawa's favour, were the magnificent promontories now crowned by the Parliament Buildings, and the considerable amount of open land in the very heart of the City and along its waterways, available for public structures and also for business, commercial and residential use. These considerations have exercised a constant influence on the character of the City. The central areas of high and, in other growing municipalities of increasing assessment were—and properly—reserved to Government building. Industry located on the edge of the City but more

<sup>1</sup> Ibid.

extensively on the south shore, Hull became the "Mill" City and Ottawa's expanding areas filled with the single family dwelling units of the "Civil Service" of all ranks, the duplexes and administrative rather than industrial. Personnel in business, trade, the crafts and the professions, and in transport and communications, serving the needs of such a population and a small portion of industrial workers expanded in a natural growth. The community grew with sudden convulsive expansions, in the gathering of both military and civilian forces into the Capital in the first World War and, even more so, in the Second World War and the expansion of all spheres of Government activity in a changing social order.

With some 35,000 Civil Servants in the Capital with annual earnings of close to \$150 millions; some 15,000 in the Crown companies and similar ancillary activities, with some \$38 to \$39 millions in annual earnings; defence personnel of about 6,000 whose pay and allowances run from \$19 to \$20 millions, Ottawa enjoys a certain evenness and economic stability in this solid background which compensates in some degree for the more extensive but also less assured resources of more volatile industrial and commercial centres.

Manufacturing and servicing industries engage some 17,000 people in the many diverse smaller—and a few larger—plants. Construction, both heavy and light, with about 6,000 workers usually buoyant due to fairly steady government building and the residential demands for the housing of more personnel. Transport workers run about 4,000; banking, commerce and insurance employ a like number, and retail and wholesale trade some 10,000.

With a lower percentage of income taxpayers than major manufacturing centres, the people of Ottawa would appear however to have the advantage of steadier income, one evidence being Ottawa's remarkable showing for five years now in the earliest attainment and the largest oversubscription of Community Chest objectives of any major Canadian city.

But these very characteristics of a Capital also mean the loss to-day, as a century ago, of the most valuable areas of the City to the nation's rightful priority of development, and consequently a low density in assessment and population, together with the loss of all business assessment whatever, even under the more equitable grants payments of recent years. The very characteristic of a civil service city of large numbers of individual homes (65% of the City's 56,000 dwelling units are such and 60% owner occupied) also keeps down residential tax revenue while the demand for single apartments in a city with some 12,000 "single unit" women in the government service, has a comparable effect on rental levels.

Contrasted with Hamilton, sister city most comparable in area and population, Ottawa's industrial assessment is 3.84%, Hamilton's 27.7%: Commercial 38% against 21.23% and residential 57.6% against 50.64%. It is therefore clear how essential has been the more realistic adjustment in tax-lieu payments to enable a city of these economic considerations to attempt to carry the current maintenance obligations required by a population of this type and with the added cost of service and provisions becoming the demand and dignity of the people of an increasingly important nation.

The economic and social background also has a direct relation to the capital costs of extensive cultural undertakings. There is not the reserve of extensive profits in large scale manufacturing, mercantile or like private enterprise to provide the buildings, the endowment funds or the heavy annual budgets for music, drama, the arts which rely largely upon such resources in other cities. The degree to which the people of Ottawa have provided universities, colleges, charitable and benevolent institutions, and their musical dramatic and other cultural enterprises reflects credit upon their initiative and generosity. Any national capital privileges, which they enjoy, they pay



for, in that both in assessments and in municipal grant deductions, adjustments are made for the use by Ottawa's citizens of the National Gallery, the Museum, the Archives, etc. If, however, there are to be the national auditoria, concert halls, etc., which the Canadian people will want in their Capital, capital assistance towards their erection and current costs will have to be shared by the nation as a whole though Ottawa has the citizens who, with appreciation and grace, can provide for their operations.

Government House and all its dignity, the fine parks and driveways, the resources of the National Gallery, Museum, Archives, the Parliament and other fine Dominion buildings, the Courts, the presence of our legislators, and our Judiciary, the embassies of friendly powers, for all these the people of Ottawa are the beneficiaries of all Canada. But it is only fair to record also the degree to which, the people of Ottawa—most of them the *employees* of the people of Canada—by their faith in the Capital financed it through the decades when Canada itself had not the faith of its own works, the tabulations herewith will illustrate. Suffice it to point out that in the entire period of 1894 to 1944—sixty years—grants of payments to Ottawa for all services, including water, fire and police did not exceed \$3 millions, as against \$1,500,000 roughly in 1954 and \$2,800,000 in 1955 (which even yet is not full tax payment).

Even now, the people of Ottawa in 1955 pay the people of Canada directly for the enjoyment with them of the drives and parkways and these public buildings of special character in that before the payment of the Capital Grant deductions in 1955 to a total of \$519,000 are made against the City.

Moreover, the people of Canada to-day own Major's Hill Park because the people of Ottawa saved it from builders, leased and tended it under licence for a decade from 1874 to 1885. Rockcliffe Park, owned by the City and leased to F.D.C. for \$1.00, was saved from subdivision and bought by the people of Ottawa in the 1890's. The beauty of the Driveway via Nepean Point to Sussex Drive and Government House is due to the purchase by Ottawa and the gift of these holdings to the people of Canada in 1909 (and even then the Dominion went and built on part of this gift!).

It has been worth it, the people of Ottawa will say as, however, they ask also now for understanding in the continuance but greater complications of a partnership which means that the City of Ottawa, as the Capital of Canada, cannot itself determine, where and when and for what development, possible industrial lands and expansion may be planned: cannot, for the same reason, enjoy its fullest opportunities to develop with its own Province, roads and streets and bridges and many another physical work: that it cannot turn to the fullest exploitation—in the best sense of its land and waterways to its greater financial benefit, as can other municipalities. The question is not that there are complications and problems; the wonder is that there has been the progress this Report, it is believed, records, and it is hoped, can be further and rapidly advanced if only there can be some clear-out partnership in planning and some undertaking between the City and the Dominion in respect to sharing in *capital* commitments comparably stable to that now attained in respect to *current* payments under the Municipal Grants Act.

The basis of this more realistic partnership is more realistic planning and the conclusion of some *modus operandi* whereby not only the City's less than adequate mechanisms will be made more effective but through which the three most powerful Federal authorities, so determining Ottawa's fate will be more effectively integrated and this federally articulated creation fitted in to what both the Dominion and the City must respect and work under—the legislation, provisions and administration of the Province of Ontario. The "National Plan" must be develop in such awareness of all the elements involved.



The so-called National Plan was evolved to catch up, as it were, all the planning of the F.D.C., and to embrace in a God's eye view the entire extensive areas on both shores of The Ottawa, northward and southward, eastward and westward, which, upon the report of the consultant, Mr. Jacques Greber, would become the physical basis of the National Capital Area, including the organized municipalities therein, the open spaces, driveways, parkways and like areas of amenities, which the Dominion, through its agency the F.D.C. would develop, and the sweeping Gatineau National Park.

The co-operation of municipalities was sought in acceptance of the "Greber Plan" *in principle*—incidentally the City of Ottawa being the only municipality so to have agreed—but not to this present date have the infinite and complicated problems involved in its implementing, been anticipated, examined or planned in the painstaking detail and negotiation which alone offer an orderly integrated issue out of the mounting and costly controversy and uncertainties not so much among classing, as confused and undefined powers and responsibilities.

Of all the units of Government and areas involved, (as this submission, it is trusted, will establish) the City of Ottawa (loyally but precipitously annexing an area, almost four times its old and already heavily burdened municipality) is most inadequately adapted and financially impotent to control and sustain the overwhelming problems of rapid planning and capital development within her own jurisdiction and faced with the largely unrelated development and exploration of the contiguous areas.

The Greber Plan, being one of physical land development and primarily erection of public buildings could be oblivious of the intricate jurisdictional problems involved at the local level but raises for the F.D.C. review of the entire concept of its responsibility, nature and *executive powers* compared to the challenge of the same problems to the City.

Where the F.D.C. and the old small City of Ottawa working with it were the dominant planners in the pre-Greber era, the rapid expansion of Canada itself and of Government at the Capital, together with the enactment of the Ontario Planning and Development Act, have operated to the exercise by other powers and responsibilities of the dominant influences in the development of the City and indeed, much of the area.

While the F.D.C., in implementing the railway relocation plans in realistic progression and in partnership with the City, and both the F.D.C. and the City in the development of better transport and traffic communications, the erection of bridges and throughways, the location of open spaces, etc., exercise and direct a determining influence on the Ottawa of the future, these other forces can be more potent in direct realistic impact.

The Department of Public Works, which, with its policy of decentralization and relocation, has brought into existence in less than a decade entire new areas of five public buildings, is thus in turn, deflecting the whole foci of transport, living, community interests, schools, churches, business and commerce and gathering these all up in realignments.

The availability of loans or insurance for housing and related shipping centre development, etc., has made the C.M.H.C. an even more powerful factor, in its approval of such projects, as to what way and where development should go both within and without the City.

Energetic, enterprising, untrammelled by the necessary slower and more concerned process of responsible government the subdividers, powerful in themselves and even more so in the principals advancing their loans, have been perhaps a stronger determining force than any in rushing up new projects where and as land purchase and their own building inclinations dictated.

Again community services have been demanded and accelerated, in priority often over the local improvement needs of the older sections and in advance of need or in greater extent than would be otherwise contemplated.

This is something of the background of the City of Ottawa which must now adjust as a Capital City within national planning.

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## PART IV

### CIVIC RESPONSIBILITY IN RELATION TO THE NATIONAL CAPITAL PLAN

#### 1. *Establishment of Ottawa Planning Area Board*

In 1946 the Legislature of Ontario enacted The Planning Act (Statutes of Ontario, 1946, chapter 71) which for the first time in Ontario provided for the establishment of area planning boards. The principal purpose of an area planning board is to insure the orderly development not only of the City but also the surrounding suburban area. The City of Ottawa lost no time in taking advantage of the new legislation and on January 6, 1947 the City Council adopted a resolution favouring the establishment of an Ottawa Planning Area Board. The Minister of Planning and Development of Ontario cooperated in the definition and naming of a joint planning area consisting of the City of Ottawa, the Town of Eastview, the Village of Rockcliffe Park and the Townships of Nepean, Gloucester, March, Torbolton and Fitzroy. Ottawa as designated municipality appointed the members of the board with the approval of the Minister.

One of the first tasks undertaken by the new board was a study of the problem of unified administrative control for the urban area of the national capital. This effort was designed to cooperate with the efforts of the National Capital Planning Committee which had since 1946 been engaged on the creation of a master plan for the national capital district.

In December 1947 the Ottawa Planning Area Board submitted a report which emphasized the desirability of unified control of land uses, control of types and standards of building construction and all other phases of community planning, fire and police protection, water supply and distribution, sewers and sewage disposal, sanitation, transformer stations and distribution of electricity, transit, design of other public works, health and welfare, education and assessment. The report recommended that the area over which unified control should be established should consist of the City of Ottawa, the Town of Eastview, the Village of Rockcliffe Park and the Townships of Nepean, Gloucester, March, Torbolton and Fitzroy and defined a minimum area and a maximum area for unified control. No definite recommendation was made on the manner in which unified control was to be established but two alternative methods were suggested, namely, annexation and the establishment of an inter-urban administrative area. The City Council decided that annexation was the better solution and took steps in 1948 to achieve this result.

The report of the Planning Area Board was approved in principle by the Council of all the municipalities represented on the Board.

#### 2. *Integration of Local Public Utilities*

Part of the problem of unified control related to local transit and electrical utilities. The local transit was in the hands of a private company known as the Ottawa Electric Railway Company and the electrical utility field was jointly shared by a private company known as the Ottawa Light, Heat and Power Company Limited and by a municipal commission known as the Hydro Electric Commission of the City of Ottawa.

In August 1948 the City acquired the franchise and physical assets of the Ottawa Electric Railway Company for a purchase price of \$6,000,000.00 and under the authority of special federal and provincial legislation placed the transit system under the control of an independent commission known as the Ottawa Transportation Commission. After annexation took place in 1950 the Commission acquired all the independent bus companies which were operating transportation systems within the annexed areas, namely, Nepean Bus Lines Limited, Uplands Bus Lines Limited and Eastview Bus Service Limited.

In December 1949 the City acquired the franchise and physical assets of the Ottawa Light, Heat and Power Company Limited for a purchase price of \$7,600,000.00 and these assets were placed under the existing Hydro Electric Commission of the City of Ottawa.

By integration of these public utilities and independently of annexation the City had progressed a considerable distance towards unified control.

*3. Participation in Acceptance of the Gore & Storrie Report on Water Supply and Sewage Disposal.*

Water supply and sewage disposal were recognized to be two of the most important municipal services in respect of which it was necessary to have a comprehensive plan for the whole urban area and accordingly the Ottawa Planning Area Board in August 1948 engaged the engineering firm of Gore & Storrie of Toronto to investigate and report upon this problem. Two-thirds of the cost of this report was shared by the City and the Federal Districts Commission and the balance by Gloucester, Nepean, Eastview and Rockcliffe Park. In their letter of transmittal in July 1949, the engineers stated their objectives to be as follows:

1. To prevent contamination of the raw water supply.
2. To safeguard to a reasonable extent, the recreational facilities readily accessible to the citizens.
3. To provide a comprehensive scheme for adequate water supply and sewage disposal facilities for the future development of the urban area designated by the Ottawa Planning Area Board as part of the Master Plan prepared by the National Capital Planning Committee.
4. To provide adequate drainage facilities for storm water.

The engineers briefly summarized their recommendations and conclusions as follows:

1. A unified control over all water supply and sewage disposal for the City of Ottawa and Urban Areas is essential.
2. The existing water works system owned by the City of Ottawa on Lemieux Island should be the source of supply for the whole area.
3. All sanitary sewage and industrial wastes should be prohibited from the Ottawa River upstream from the Chaudiere Dam, and as far as is practicable from the Rideau River.
4. The separate system of sewers should be adopted in all new and undeveloped areas.
5. The use of septic tanks should be prohibited except in isolated cases where soil conditions are favourable, in areas where sewers cannot be provided for some time to come.



6. All storm water drainage should be carried by the most direct route to the nearest watercourse.

7. With the exception of the Town of Eastview, practically all water services in the Urban Areas are metered. Only about 10% of the services within the City of Ottawa are metered. Metering reduces wilfull waste, and all services should be metered.

8. Extensions to the water works system are recommended to be carried on now at an estimated cost of \$5,972,000.

9. The recommendations referring to sewage disposal are classified under two groups.

Group No. 1 refers to the West Nepean, Rideau River and South Nepean Collectors which should be constructed initially as the first stage, at an estimated cost of \$5,130,000.00.

Group No. 2 refers to the Ottawa River Interceptor and Outfall sewer terminating at Green Creek, and a sewage treatment plant at Green Creek, which should be constructed at a later date as the second stage, at an estimated cost of \$11,750,000.00.

10. The complete programme recommended herein involves the following major works:

Extensions to Water Works System		\$ 5,972,000.00
Sewage Disposal		
1st stage .....	\$ 5,130,000.00	
2nd stage .....	\$11,750,000.00	\$16,880,000.00
Total capital expenditure		\$22,852,000.00

By carrying out the works recommended in Items 8, 9 and 10, the essential steps will have been completed for extensions to the water works and sewage disposal systems. Further extensions will have to be carried out when other portions of the urban areas open up for development.

11. The proximity of the Ottawa water works intake at Lemieux Island to an upstream area of expanding population is such that the control of the river waters becomes a matter of major concern in order to safeguard the water supply and the health of the citizens and to secure the full use of the river for recreational purposes.

12. An essential factor in the development of the works herein recommended is the need for a sound policy of unified control being exercised over the whole urban area. With a land area nine times that of the existing City of Ottawa the necessity of a sound and economical plan of development is a matter of major importance if heavy capital expenditures are to be avoided until such time as the development warrants same.

If the development proceeds in widely scattered sections of the urban area, the cost of providing services might prove prohibitive. The development as far as practicable should be so controlled that the expansions will radiate from the major works herein recommended.

It is important to note that the system recommended by the Gore & Sterrie Report, a large part of which has been constructed, was designed for a maximum population of approximately 350,000 residing within the Ontario Urban Zone indicated by the National Capital Plan which agreed substantially with the urban zone indicated by the report of the Ottawa Planning Area Board of December 1947. The system was not designed to serve the rural-urban zone, sometimes referred to as the Green Belt, indicated by the above plan and by the above report.

The extent to which the City has carried out the recommendations of the Gore & Sterrie Report will be indicated at another part of this brief where sewage and water supply are specifically dealt with. It is sufficient to state here that the City accepted the Report and to the extent of its ability has carried out in good faith the detailed recommendations contained in the Report.

#### *4. Annexation*

The most important single step taken by the City to achieve unified control which both the Ottawa Planning Area Board and Messrs. Gore and Sterrie considered essential for the orderly development of the national capital was the decision of the City Council taken on May 17, 1948 to apply to the Ontario Municipal Board for an order annexing to the City that part of the Township of Nepean referred to in the report of the Ottawa Planning Area Board of December 1947 as the minimum area of unified control.

Notwithstanding opposition on the part of the County of Carleton and the Township of Nepean the Ontario Municipal Board on December 6, 1948 ordered the annexation to the City of the area for which the City had applied effective January 1, 1949. In an effort to meet the insistent demands of the Township of Nepean and to "buy peace" the City consented to an amending order of the Ontario Municipal Board dated the 28th day of February, 1949 which somewhat reduced the annexed area by deleting an area lying south of the Baseline Road and north of the Canadian National Railways right-of-way and also postponed the effective date of the annexation to January 1, 1950.

In 1949 the City made a further application to the Ontario Municipal Board for an order annexing to the City most of that part of the Township of Gloucester which lay within the minimum area designated for unified control with exception of the Town of Eastview and the Village of Rockcliffe Park and after a hearing on which the opposition came only from the Town of Eastview which itself desired to expand, the Ontario Municipal Board by an order dated December 9, 1949 granted the City's application effective the 2nd of January, 1950.

The Town of Eastview and the Village of Rockcliffe Park were so relatively insignificant in area and so relatively well urbanized and supplied with services by Ottawa that their inclusion in the enlarged city was not deemed essential to the achievement of the principal objectives which had been laid down for the development of the national capital.

#### *5. Introduction of Subdivision Control*

In 1950 land development showed signs of becoming the major problem which it is today and one of the first things the City had to ensure following annexation was adequate subdivision control. The Corporation of the Township of Gloucester had not enacted a subdivision control by-law prior to the annexation on January 2, 1950 and accordingly it became necessary for the City to take such action in order to protect the area. This was accomplished by By-Law Number 51-50. The Corporation of the Township of Gloucester has also failed to enact a subdivision control by-law since annexation and although there is a large amount of building development in the unannexed part of Gloucester Township and many so-called subdivisions are created by the conveyance of lands by metes and bounds, the Township does not appear to show any indication of willingness to provide the control afforded by section 24 of The Planning Act by the enactment of a subdivision control by-law.

Prior to annexation the Township of Nepean had enacted a by-law (1495) pursuant to section 24 of The Planning Act designating as an area of subdivision control all that part of the Township which was annexed to the City together

with a substantial adjoining area of land which remained in the Township. In 1955 the Township enacted a further by-law under section 24 of The Planning Act (11-55) extending the area of subdivision control materially.

When annexation took place on January 1, 1950 the by-law passed by the Township remained in effect over the annexed area by virtue of section 31 of The Municipal Act (now section 18) and it was unnecessary for the City to pass a new by-law in order to maintain subdivision control over the area annexed from the Township of Nepean and this by-law is in effect at the present.

Immediately prior to annexation on January 1, 1950 there was virtually no land within the City of Ottawa that was available for subdivision with the exception of a small area in Ottawa south bounded on the west by Seneca Street, on the north and northwest by Cameron Avenue, Riverdale Avenue, Main Street and Lees Avenue and on the south and southwest by the Rideau River. This area constituted no urgent problem but as a safeguard the City by by-law Number 195-51 designated this area as an area of subdivision control.

Designating an area as an area of subdivision control prevents the conveyance of land in the area or a lease of it for a period of 21 years or more.

- (a) unless the land is described in accordance with and is within a registered plan of subdivision.
- (b) unless the land is more than 10 acres in area,
- (c) unless the land is the whole part remaining to the person of one parcel described in a registered conveyance to him, or
- (d) unless the consent of the Planning Board or of the Minister is given.

It is clear from the foregoing that as far as section 24 of The Planning Act is concerned the City of Ottawa has done everything it can to control the orderly conveyancing of land, that the Township of Nepean has taken steps to protect the most important part, if not the whole, of the Township and that the Township of Gloucester has taken no action whatever.

The enactment of a subdivision control by-law is, of course, only the first step in the process. It must be followed by the establishment and enforcement of a subdivision policy that will insure well planned subdivisions.

The City's policy of subdivisions has evolved progressively since 1950 as experience demonstrated the need of stricter and more comprehensive controls. In December 1954 the policy in effect at that date was codified by By-Law Number 310-54 of the Corporation. Some minor changes have been made since that date.

Before a new plan of subdivision is approved the subdivider must agree to

- (1) grade and gravel all roads within the subdivision,
- (2) dedicate for public purposes an area equivalent to 5% of the lands contained in the subdivision,
- (3) restrict by deed the use of lots in the subdivision to specific uses until a zoning by-law is enacted,
- (4) refrain from erecting houses until municipal services within the subdivision have been approved by the City and the Ontario Municipal Board and are certain to be available by the time the houses are ready for occupancy.

(5) contribute to local improvement services within the subdivision by paying the following arbitrary estimates of the property owners' share of the costs:

- (a) for water mains—\$3.00 per foot frontage of land within the subdivision.



- (b) for sewers—\$3.00 per foot frontage of land within the subdivision,
- (c) for surfaced roadways—\$2.00 per foot frontage of land within the subdivision.

Each plan and the conditions to be inserted in the subdivision agreement must be approved by the Technical Advisory Committee of the Ottawa Planning Area Board which consists not only of City engineers but also representatives of the Hydro Electric Commission of the City of Ottawa, Ottawa Transportation Commission and Federal District Commission. Where considered necessary the various school boards are also consulted. Each plan and agreement must be approved by the full Ottawa Planning Area Board, the Board of Control, the City Council and the Minister of Planning and Development before the plan may be officially approved and registered.

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Ottawa subdivision procedures may appear strict and apt to stifle development. It can be confidently stated that they are no stricter than experience has shown to be necessary to ensure orderly development of the community. Some cities have gone further than Ottawa and require subdividers to provide all services fully paid for. Others have called a temporary halt to further subdivision. In fact Ottawa faces such a heavy burden of development and other essential capital costs within the foreseeable future that serious consideration may have to be given to the question of further immediate extensive subdivision. *It may be*, as in other cities, that a point has been reached where a temporary halt may have to be considered or a change in subdivision policy introduced whereby subdividers will be required to provide full local services. One of the most difficult tasks of the Ottawa Planning Area Board has been to endeavour to guide subdivision development to areas where services are or shortly will be available. In other words, to cause development to be from the inside towards the outside. In cases where subdivisions are proposed far in advance of normal development the Ottawa Planning Area Board has refused to recommend approval. In these cases an appeal to the Ontario Municipal Board is open to the developer and, unfortunately, most of the appeals which have been taken have succeeded and the Ontario Municipal Board has recommended to the Minister of Planning and Development the approval of the plan of subdivision notwithstanding the opposition of the Ottawa Planning Area Board. This is a result which the City deplores but which it is powerless to prevent. In cases where the proposed development is within reasonably close reach to City sewer and water services approval has been granted on the special condition that the developer pay to the City interest at the current borrowing rate plus  $\frac{1}{2}$  of 1% for the number of years for which the work is declared to be in advance of normal development.

The Ottawa Planning Area Board has, with 4 exceptions, 3 of which were insignificant, consistently refused to approve of urban type subdivisions in the area designated as a rural-urban zone (green belt) by the Ottawa Planning Area Board. Here again appeals have been taken by developers to the Ontario Municipal Board and that Board, refusing to recognize the rural-urban zone as having any special character, has on several occasions approved of large urban type subdivisions in this transition area. The Ontario Municipal Board has expressed the opinion that these subdivisions can be adequately served for water by wells and for sewer by septic tanks apparently disregarding the inevitable day when the density of building has reached the point where wells cannot supply the water needs of the population and the earth can contain no more septic tank system without endangering the health of the community.

At this stage a cry will go out for City water and sewer services to supply an area and a population for which they were never designed and which they cannot supply without extensive redesigning and reconstruction at a cost beyond the capacity of the City to bear.

#### 6. Zoning By-Laws

Prior to annexation in 1950 the major portion of the City was zoned by a number of unrelated by-laws passed pursuant to various sections of The Municipal Act. When the area of the City was quintupled in 1950 there were large areas in the new City which were not protected by any kind of zoning by-law. The zoning by-laws in effect in parts of the area annexed from the Township of Nepean were, by special legislation obtained in 1949, kept in effect until altered by the City. There was no time to obtain such legislation in respect of the area annexed from the Township of Gloucester and accordingly, the City Council at the first meeting held in 1950 re-enacted in one by-law, three by-laws which were in effect in the area annexed from Gloucester.

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The greater building activity in the new areas of the City required that first attention in the matter of zoning should be given to these areas. Some limited zoning took place in 1950, 1951, 1952 and 1953 by the enactment of zoning by-laws and also by the insertion of covenants in new subdivision agreements. In 1954 the City initiated an extensive program of zoning with the ultimate objective of re-zoning all lands within the City and since January 1, 1954 twenty-four area zoning by-laws covering approximately 9,000 acres of land have been approved by the Ottawa Planning Area Board, enacted by the City Council and approved by the Ontario Municipal Board. Most of this land is either under development at the present time or scheduled for development in the near future. In addition to the newer areas of the City, certain of the older areas are also being re-zoned, for example, Ottawa south, part of Ottawa East and Sandy Hill have been re-zoned and the Overbrook area is well advanced in zoning.

Approximately one-third of the land area of the City has been re-zoned since 1950 and of the remaining two-thirds at least one-third is in urgent need of re-zoning.

The extent of the City's accomplishments in re-zoning cannot be appreciated without a knowledge of the careful and democratic process which must be followed before a zoning by-law comes into force. Critics of the City's zoning sometimes appear to have the impression that all the City Council requires to do is to enact a by-law containing zoning regulations which the Council considers desirable. This is far from the fact. Each by-law is first drafted after careful study of the problem by the City's zoning engineers. It is then discussed in detail with community organizations or representatives of property owners who are sometimes not easy to convince that local interests must to some extent give way to the overall needs of the community and that the ultimate portion of zoning for the entire City calls for a proper balance between residential, commercial and industrial needs. Then the draft by-law is studied by the Technical Advisory Committee of the Ottawa Planning Area Board and by the full Ottawa Planning Area Board on both of which bodies the Federal District Commission is represented for the purpose of assisting in avoiding any conflict between the zoning proposals and the National Capital Plan, for example, areas which have been zoned for industrial development are those which have been recommended for this purpose in the National Capital Plan.



After approval by the Ottawa Planning Area Board the by-law is submitted to the Board of Control and by the Board of Control to the Council. After enactment by the Council, the by-law still lacks force until it has been approved by the Ontario Municipal Board which does not grant its approval until a public hearing has been held at which any interested property owner, who desires to do so, may attend and state his objection. It is not uncommon for a by-law to be amended at this stage as a result of objections by property owners. Each by-law is also scrutinized by the Community Planning Branch of the Ontario Department of Planning and Development.

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#### 7. Establishment and Control of Rural-Urban Zone

The limits of the urban area of the capital were established by the National Capital Plan produced by Mr. Greber in preliminary form in 1948 and in final form in 1950 and by the report of the Ottawa Planning Area Board of December 1947. The plan and the report also showed a transition zone between the urban and the rural area commonly, but sometimes misleadingly, known as the "green belt". Recently the Federal District Commission has proposed a new rural-urban zone the inner limits of which are substantially the same as the former zone proposed by the National Capital Plan but the outer limits of which are greatly extended.

The City of Ottawa has always supported the concept of the rural-urban zone and the representatives of the City on the Ottawa Planning Area Board have with rare exceptions fought for the preservation of the character of this zone, when the issue has come before the Board. Representatives of the Townships, however, have argued that large urban type building developments are too attractive financially for the Townships and the owners of land in the Townships to resist, that if these developments are to be foregone the owners of land should be compensated and that in any event no rural-urban zone has in fact been defined. It may be true that no definite action has been taken to establish the outer limits of the zone but by the adoption of the Gore & Storrie Report and by the construction of sewer and water works in accordance with that report, the City has unquestionably fixed the inner limits of the rural-urban zone.

At a recent meeting in the Court House in Ottawa attended by representatives of the various municipalities concerned and the Federal District Commission, convened by the City of Ottawa and with the Minister of Planning and Development of Ontario and his officers present, a complete plan of the proposed extended rural-urban zone was produced by the Federal District Commission and the opposing points of view were fully aired.

The City strongly supports the establishment and maintenance of the rural-urban zone not only on the ground that municipal water and sewer services cannot be extended into this zone, but also on the larger ground that the maintenance of this zone is essential for the preservation of the national capital as it has been planned. If urban development is permitted to straggle continually outwards creating fringe after fringe, the concept of those who have planned the capital and the millions of dollars that have already been spent in developing the plan will undoubtedly be lost.

The City also commends proposals for the just acquisition of the lands actually necessary for the preservation of the rural-urban zone. It has been stated that the Ottawa Planning Area Board should lay down an official plan for the Ottawa Planning Area which would establish control over the rural-urban zone. Theoretically this course is feasible but practically it is a difficult, if not impossible, course to follow unless the provincial authority will co-operate actively to assure Township collaboration. It is true that the City has the majority representation on the Ottawa Planning Area Board but as the rural



representatives are so strongly opposed, the usefulness of the Ottawa Planning Area Board would be seriously affected if the City were to attempt to gain its way on this issue by the exercise of its majority voting power. This, the City of Ottawa would not care to exercise until and unless the rights of the residents in this zone were fully protected in respect to any of this land required for the National Capital Plan and the use and values of that remaining in their ownership.

#### 8. *Smith Traffic Survey*

Early in 1954 the City of Ottawa took steps to initiate an overall study of

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the parking and traffic problems of the City and Wilbur Smith and Associates of New Haven, Connecticut, internationally known in this field, were engaged by the City, the Ottawa Transportation Commission, the Federal District Commission and a group of merchants (who shared the cost equally) to undertake this study. Mr. Smith's Report was submitted to the City on February 12, 1955. The letter of transmittal concluded "We feel that the data, analyses, and recommendations contained in the report will provide the basis for an effective immediate and long-range traffic, transportation, and highway development program in Ottawa. The high level of official and unofficial community interest in traffic and highway affairs should make the use of the report especially effective."

The report refers to previous studies, in particular, the National Capital Plan of 1949 and the Wilson Report of 1952. With regard to the former, Mr. Smith states "Its basic principles have been adopted as the basis for future development of the Federal District and the City of Ottawa has adopted pertinent parts of it as its plan for future improvement. The great geographical annexation of 1950 was in accord with the recommendations of the plan.

"Many specific recommendations for traffic improvement are included in the National Capital Plan. A complete highway system for the Capital, proposing use of railroad rights-of-way and construction of new bridges over the Ottawa River, is presented; the extension of streets, revision of traffic circulation at many locations is recommended; the provision of off-street parking areas in critical areas is proposed. At present, relocations of railroads, bridge construction and street improvements are being carried out in conformance with the plan. The new Mackenzie King Bridge is an outgrowth of the plan."

With regard to the Wilson Report, Mr. Smith continues "That the city has also endeavoured to keep abreast of plans for the future is evident. As recently as 1952 Mr. N. D. Wilson was retained by the City and the Ottawa Transportation Commission to survey transportation problems. His particular instruction was to examine the effects of the National Capital Plan upon transit and traffic. His report presented transit and traffic matters and alternate suggestions were made to several recommendations of the National Capital Plan."

The Smith Report recommended among other things the establishment of a Traffic Branch. The City carried out this recommendation in 1950 and in 1955 set up a Department of Traffic Engineering Services and appointed a qualified Traffic Engineer as Director.

Another step taken by the City that is suggested but not specifically recommended by the Smith Report was the establishment of a parking authority similar to that of the City of Toronto. This was carried out by the City by a by-law passed on May 7, 1956, under the authority of The Municipal Act and of special legislation obtained by the City at the 1956 session of the Legislature of Ontario.

# PART V—PROGRESS BY CITY IN IMPLEMENTING MAJOR PROJECTS AS INTEGRAL PART OF NATIONAL CAPITAL PLAN

In partnership with the Federal Government, the City of Ottawa has either initiated or cooperated in carrying out the following developmental and improvement projects since 1943-44 when the National Capital Plan was officially identified.

<i>Project</i>	<i>Total Expenditure Authorized</i>	<i>Federal Assistance Grants</i>
<i>Roads and Bridges</i>		
Mackenzie King Bridge .....	\$ 263,730 <sup>1</sup>	
Bytown Bridges .....	359,116	\$ 175,000
Hurdman's Bridge .....	654,000	163,500
George Dunbar Bridge .....	1,302,550	170,000
Sussex Drive Widening and Repavement .....	639,526	405,841
Parkdale Avenue Pavement (Tunney's Pasture) .....	29,913	19,942
	<u>\$ 3,248,835</u>	<u>\$ 934,283*</u>
<i>Sewers</i>		
Keyworth Avenue Sewer .....	\$ 128,397	\$ 25,000
West Nepean Collector .....	2,447,495	1,086,687)
Rideau River Collector .....	934,041	429,188) <sup>2</sup>
South Nepean Collector .....	129,042	64,088)
Sewage Disposal Site .....	54,948	27,034)
Rideau River Collector E .....	495,776	138,180)
	<u>\$ 4,189,699</u>	<u>\$ 1,770,177</u>

\*In addition it should be noted that the Federal Government bore the cost of track removal and improvements on Wellington Street and the Chaudiere Bridge.

<i>Project</i>	<i>Total Expenditure Authorized</i>	<i>Federal Assistance Grants</i>
<i>Water Works<sup>3</sup></i>		
Carlington Heights Reservoir and Feeder .....	\$ 2,300,385	\$ 681,361)
Alta Vista Storage Tank .....	243,597	90,131) <sup>2</sup>
Carling Avenue 24" Main .....	236,473	....
48" Crosstown Feeder Main Queensway Extending services to Montreal Road area—Reservoir and connecting etc. ....	2,806,000	200,000 <sup>2</sup>
	436,764	182,490
	<u>\$ 6,023,219</u>	<u>\$ 1,153,982</u>
Hydro Electric Commission .....	\$ 7,000,000	....
Transportation Commission .....	7,906,732	....
Total .....	<u>\$26,368,485</u>	<u>\$ 3,858,442</u>

<sup>1</sup> City expenditures only for widening and approaches, F.D.C. responsible for bridge structure by direct expenditure.

<sup>2</sup> Grants through F.D.C. on basis of "Advance-of-need" formula, which represents interest at cost for varying periods of years.

<sup>3</sup> Negotiations pending re: Construction of 42" Feeder Main, Billings Bridge Area at an estimated cost of \$1,555,000.

It will be seen from the foregoing that the City has financed over \$28,000,000 for major developmental projects and utilities in the past 10 years and that Federal Government contributions towards eligible works will, in the aggregate approximate about 13.7% of this total.

Either directly or through its local boards and commissions, capital improvements for extension and improvement of services and facilities to the extent of \$82,400,000 have either been carried out in the years 1945 to 1955, or are presently authorized and in progress.

<i>Projects</i>	<i>\$</i>
Roads and Streets .....	\$12,500,000
Sewers .....	15,400,000
Hospitals .....	5,200,000
City Hall .....	2,900,000
Other General .....	3,800,000
<b>Total General .....</b>	<b>39,800,000</b>
Schools .....	11,400,000
Utilities .....	31,200,000
	<b>\$82,400,000</b>

(See Table 7 in Appendix for further details.)

Of particular significance in this regard is the extent of such services and expenditures that occurred directly as a result of annexation of parts of Nepean and Gloucester Townships as a first and primarily important step towards implementing the provisions of the National Capital Plan.

As part of the terms of annexation, the City assumed approximately \$1,400,000 in debenture debt of the Townships of Nepean and Gloucester, covering improvements then installed in the annexed areas. Since annexation, expenditures and additional authorized commitments to date in 1956 for services in these areas amount to almost \$36,000,000.

This total of \$36,000,000 includes \$10,000,000 for schools; \$8,600,000 for water works facilities and services; \$13,500,000 for major trunk and local improvement sewers; \$3,600,000 for roads; and \$300,000 for sundry services. (See Table 8 in appendix for further details.)

Thus out of a total of \$82,400,000 of authorized expenditures on capital works undertaken by the City in the period 1945-1956, \$36,000,000 or almost 44% has been on services in the annexed areas.

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## PART VI

### IMPLICATIONS OF FEDERAL DEVELOPMENT PLANS ON CIVIC FUNCTIONS AND RESOURCES

Notwithstanding the obvious advantages resulting from the establishment of major federal works and establishments, there are a number of equally important disadvantages, particularly insofar as the municipal government is concerned.

1. One of the more obvious results from development of major government plants, is the advance of needed extension of all municipal services into areas otherwise unsuitable or unprepared to receive development of this or any other



type. In addition to providing such premature services, it is necessary to maintain them on a continuous basis, whether they be on the surface, underground or overhead. At the same time, there is no normal tax return for years until normal development proceeds, and even at that time, the overall return is below average.

2. With the establishment of federal works, which are, desirably, employment producing, there is also a less desirable effect. Other forms of development of a service or convenience nature are induced, which in turn demand extension of municipal services. These new developments add to the problem of issuing municipal debentures, and of servicing them, while offering little in the way of tax return, being residential in character and including low productive sources such as schools, parks and other open or light density areas.

Unfortunately, when the City's means are devoted in part to these services, otherwise available funds are decreased for normal City requirements.

3. The unique characteristics of large government establishments, with an almost complete eight hour day, produce particularly heavy peak demands for traffic and transportation services which require above normal standards both as to size and quality. The same comment also applies to services such as water, sewer and hydro. It must of course be recognized that these government establishments, so located, would to some extent at least, relieve similar problems which would have arisen if these establishments had been located in more fully developed areas. At the same time, were it not for the government projects, the problems would not exist at all.

4. Erection of government buildings, construction of parkways, and acquisition of large tracts of land for future government operations, has the effect of creating non-productive land barriers because such areas do not provide taxes, do not pay normal local improvement charges, or it causes the extension of city services by circuitous or less suitable and less economic alternative routes.

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In this regard, it should be noted that the above mentioned parkways do provide most desirable pleasure drives, but are restricted to passenger vehicles. As a result the municipal government is forced to acquire and develop subsidiary routes for use by commercial vehicles. The duplication of services is an obvious factor in increasing municipal costs.

5. It must be recognized that certain government projects, developed or planned, have the effect of delaying other forms of activity, such as industrial expansion. In some cases, lands is actually held by federal departments for future industrial development. Where this holds true, every effort should be made to promote industrial expansion, to release lands now reserved, and to permit such lands to become revenue and tax producing.

In a government city, there lies the danger of government real estate activities inflating real estate values. This effect may actually price real estate out of the industrial competitive market. It is recognized that land values here do not yet approach those in some other Canadian cities, but values are relative, and in the case of Ottawa, cannot be as high as in those other cities, more favorably located with respect to market, labor supply, source of raw materials, and transportation facilities.

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## PART VII

### CITY OF OTTAWA FUTURE DEVELOPMENT PLANS

#### 1. *Annexation*

While the means and timing may be debated, it will be accepted in most quarters that further annexation proceedings are inevitable. Such being the case, and it being in the interest of overall planning of Ottawa as the Capital region, there should be established and maintained a high standard of planning and development of the fringe areas of the present political entity of the City of Ottawa. From the point of view of the City, this involves at the present time, provision for such future annexations in present construction and design of all city services, through provision of oversize and overdepth facilities, with resulting higher cost within the City proper. Such problems, resulting at least in part by the fact that it is the capital city, have already been encountered, and are well known. It is reiterated here, since the effect is more pronounced as annexation proceedings extend further from the central core or source of supply or services.

It is contended in theory, that the extra cost of extensions of city services beyond natural barriers, beyond the point of gravity sewer flow, or the cost of redesign, revamping or complete reconstruction of existing facilities to provide for additional loads from new areas, can be controlled to a great extent by the City itself. To a degree this is true, but in the final analysis, the citizens must be served, and with annexation, there is an immediate demand for city services (with an equally vehement demand to keep the taxes down). Often the areas to be served are outlying, or are sparsely settled, and do not contribute in keeping with the cost of providing physical and social services.

#### 2. *Rural—Urban Zone*

In this setting the authority of Ontario remains supreme in the Minister of Planning and Development, and as a reference and appeal body, in the Ontario Municipal Board, under the provisions of The Planning Act.

Under this legislation, a local joint planning authority may be constituted for a designated planning area and one municipality therein is named the designated municipality. The Mayor of the designated municipality is a statutory member of the Planning Area Board and other members are appointed by the designated municipality with the approval of the Minister of Planning and Development. Members of the Planning Area Board who are members of a Municipal Council must not constitute a majority of the members of the Board.

As more fully developed in Part IV, Ottawa sought and obtained an Ottawa Area Planning Board to include the City, the Town of Eastview, the Village of Rockcliffe, the townships of Gloucester and Nepean and of March, Torbolton and Fitzroy, the area included in the "National Capital Area" on the Ontario side.

The City originally had the majority of direct representatives from elected or citizen personnel on this Board but, seeking to advance further every possible mechanism of integrated discussion and planning, the City surrendered one aldermanic appointee (retaining one Controller member in addition to the Mayor) in order that Carleton County might have *two* elected members, whom the City has consistently proposed as the Reeves of the contiguous townships of Gloucester and Nepean.

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The City has with the Minister's approval appointed as its *citizen* representatives, the Chairman of the Federal District Commission (with F.D.C. technical staff as alternates); the Chairman of Central Mortgage and Housing Corporation, and the Auditor General of Canada. By consent of the Ontario Minister also the Deputy Minister of Public Works for Canada may sit as a consultant on the Ottawa Planning Area Board.

The City has set up and provided with competent technical staff, the Ottawa Planning Area Board entirely at its own cost and recognizes a Technical Advisory Committee from the County as well as its own "R.A.C."

All applications for approval of transfers of land and all developments and subdivisions, within the planning area must go through the Ottawa Planning Area Board, but any persons aggrieved may apply directly to the Minister or the Minister himself may refer any plan to the Ontario Municipal Board, whose decision is final.

One of the principal duties of a planning area board is to prepare an official plan for the area within which official plan, or indeed without it, zoning is developed within each municipality. Now the Greber or National Capital Plan is not an official plan within the legislation. It is a plan solely for a national capital area on both sides of The Ottawa. It cannot govern and indeed is not applicable to land use.

The City has steadily sought co-operation in the development of an official plan for the Capital Area (Ontario) and more recently even for the City and townships of Gloucester and Nepean.

But in the absence of any policy of acquisition or compensation for the so-called "Green Belt" which the City prefers to describe as the *Boundary Zone* (from urban to lesser density) or the *Rural-Urban Zone*, the Townships have not felt that they could co-operate. With no official plan and with no legally defined rural-urban zone the Ontario Municipal Board has approved of subdivisions in this zone even though the Ottawa Planning Area Board has declined to approve of them.

The problem is common to most major cities on this continent but it arises with peculiar aspects and severity in Greater Ottawa because of the National Capital Plans.

In December 1947, prior to the opening of discussions that led to Ottawa's terrific annexation, discussions took place in Ottawa under the Chairmanship of the Hon. Dana Porter, then Minister of Planning and Development and now Provincial Treasurer of Ontario. The City understood that the boundaries of the "Green Belt" were then agreed upon and cleared in subsequent correspondence between the Minister and the Rt. Hon. the Prime Minister of Canada (then the Rt. Hon. Wm. L. Mackenzie King.)

The City not only completed annexation but as the tabulations show, has more than doubled its general debenture debt, funded and unfunded, in a loyal effort to serve the annexed areas. In the absence of any clear-cut policy, anywhere, development has raced on apace, both within the City and within and beyond the so-called "Green-Belt".

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Thus the situation is not one for which the National Plan is to be held wholly responsible but it must be held responsible for that part under which its reservation of land for parks, driveways or buildings, into a long indefinite future, may operate to prevent natural development and expansion of water,



sewer, Hydro and transport services from the centre of the City and its undeveloped or semi-developed areas outward. If developers are unable, except with heavy severances, to move naturally in their developments, they will be driven to over-leap federal and other unused property held out of use and develop and locate in undesirably extended areas.

Related to these spotted developments conveniently close for exploitation of city services, is the even greater problem of the erratic development of industrial, technical and business units along the routes between these spotted developments and the focal municipality.

Perhaps the biggest single factor in creating this costly and complicated problem can be the National Housing legislation and loans under which money is advanced under guarantee to lending institutions for developments adjacent to the focal community and to which it may be opposed. Here, however, there is again the question of justice, not only to the focal community but to the owners who find themselves caught within the Rural-Urban Zone and in a disadvantageous position compared to owners either within the City or beyond the zone.

National Housing loan and insurance provisions and National Capital planning and development, it cannot be overemphasized, call for more practical and integrated action with the Province and the City of Ottawa if anything but crushing taxation to the municipal taxpayers is to be avoided. If both developers and prospective home owners are permitted to develop outside taxable areas of Ottawa; to erect homes with a water supply uncertain over any period of time; with septic tanks bound to create very serious problems; with dependance on the extension of Ottawa's utilities; with demands on transportation extensions and bound to be unprofitable, Ottawa cannot assume the bill.

What is further unjust is reliance in these boundaries on City school and hospital facilities, provided through enormous debt assumptions by the City and available below cost and without administrative responsibility in these border communities. These residents would not think of looking outside the range of such services as these and the assurance of Police and Fire protection on call, the municipal cost of which they seek to avoid.

Some basis of agreement as to land use for protection and compensation to the owner, though not to the promoter or speculator, is a matter for urgent deliberation and consideration and one in which the City of Ottawa will be found in agreement with the municipalities in the planning area no matter what our differences may be in respect to the question of exploitation of the City's position and provisions in "ribbon" or "fringe" development.

In an effort to get a substantial base for land use and value and the development of local zoning, the City offered (March 27, 1956—See appended memo) to undertake the major part of the cost of such an official plan and this is under consideration, still, by Gloucester and Nepean.

In the City's experience and knowledge, the inclusive purchase and holding out of use of the acres of the Boundary Zone at the cost of many millions of dollars, by the F.D.C. which enjoys complete exemption from the Municipal Grants Act on all land so held with loss in assessment and revenue could involve some millions more in Dominion annual tax-lieu payments to municipalities affected or severe financial problems to Ottawa.

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The question of expropriation under such a plan, from one owner and the holding and later resale to another, at a profit, in the use of public funds is, of course, one for Parliament to decide but it should be pointed out that it can also raise problems involving grave questions of civil rights and of provincial and municipal enactments, by-laws and powers.

The co-operation of the Province might be sought in the evolution of an official plan for the area, on the understanding that such a plan would set out the land actually required for the National Capital Plan in drives, parkways, roads, etc., assure purchase at a fair evaluation, and leave in the hands of the owners, where they desired so to retain it, lands available for other and agreed uses in accordance with the plan.

### 3. Water Works

All major works carried out by the Water Works Department since 1949 have been planned and designed on the basis of supplying water to the entire urban area as envisaged by the National Capital Plan, that is, to the inside boundary of the Rural-Urban Zone which in some locations lies beyond present City limits.

The basis for these works is the Gore-Storrie Report submitted to the Ottawa Planning Area Board in July 1949.

In August 1948, the Ottawa Planning Board engaged the firm of Gore and Storrie, Consulting Engineers, Toronto, to submit a report on Water Supply and Sewage Disposal for the City of Ottawa and Related Areas. This report was submitted under date of July 1949. It provided a comprehensive scheme for adequate water supply and sewage disposal facilities for the future fully developed urban area designated by the Master Plan. It recommended unified control over all water supply and sewage disposal for the City of Ottawa and Urban Areas and provided that the existing water works system owned by the City of Ottawa on Lemieux Island should be the source of supply for the whole area. It went on to make specific recommendations as to the necessary works to be instituted immediately and others to be proceeded with as the outer areas developed.

Unified control of most of the area concerned, excepting the Town of Eastview and the Village of Rockcliffe Park was brought about by the Annexation on January 1st, 1950 of large parts of the Townships of Gloucester and Nepean, whereby the total land area of the City of Ottawa was increased from 5,199.8 acres to some 27,225.0 acres. This enclosed most, although not all, of the ultimate urban area, as defined by M. Greber, as well as a small part of those sections designated as Rural-Urban Zone (green belt).

The Greber Report, with its accompanying Master Plan was completed in 1950. It outlined the proposed development of streets and highways, designated land use and, in general, proposed recommendations of an architectural and general town planning nature but did not attempt to blueprint the development of the essential utility services. It did define, however, one very important feature, in delineating the ultimate limits of the planned urban area beyond which the water supply should never extend.

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The Gore-Storrie Report was prepared with the benefit of this knowledge and, therefore, the works laid down in the report were designed to serve the ultimate urban population which was to be contained within the proposed urban area.

In the detailed report, Part 1—Introductory Statement of the Gore-Storrie Report, the following is stated:—

“Arising out of the plans by the National Capital Planning Committee for the future development of the City of Ottawa and its environs, two major phases of public health demand a definite form of unified control. A safe and abundant water supply and adequate sewage disposal facilities are essential

elements in the development of a National Capital. The National Capital Planning Committee estimate that the enlarged area will, with the additional government services centered on Ottawa and the expansion of industry, have a population of approximately 350,000 and further that most of the increase in population will be in the suburban communities of Eastview, Nepean and Gloucester.

With the major plans of the National Capital Planning Committee about to become a reality there is presented an opportunity for the establishment of a master plan for such utilities under a unified control that is rarely given to a metropolitan area. In the initial stages of development such a master plan will involve heavy capital expenditures, but in the long run will prove more economical than any haphazard effort to develop the related areas such as is taking place at the present time."

The works recommended by the Gore-Storrie Report for water works extensions are estimated to cost in excess of \$11,000,000.00 and only include the major extensions. Intermediate feeder mains and general distribution mains are not included.

The works recommended in the Gore-Storrie Report include:—

*Group I:*

Storage Reservoir, Carlington Heights, 24 M.G. capacity.....	\$1,200,000.00
42" feeder main on Scott Street from Bayview Road west to Tweedsmuir (actually to McRae Street) and south to Carling Avenue, 13,600 ft. and continuing as a 51-inch (actually 48") main to the Reservoir—5,190 feet.....	1,600,000.00
48" feeder main on Bayswater Avenue from Wellington Street to cross-town right-of-way and westerly along right-of-way to Tweedsmuir Avenue—12,500 ft.....	1,100,000.00
42" feeder main on Bayswater Avenue from right-of-way south and south-east across canal and river to Billing's Bridge—15,000 feet .....	1,165,000.00
48" feeder main between Lemieux Island Pumping Station and Scott Street ("D" Line)—3,500 feet.....	255,000.00

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48" low pressure supply main between Slidell Street and Queen Street Pumping Station—continuation of "C" line—5,800 feet .....	522,000.00
Relining existing 51 inch high pressure and lower pressure mains ("A" and "B" lines) between Lemieux Island and Queen Street .....	85,000.00
Replacing with steel the existing C.I. high pressure header at Lemieux Island Pumping Station.....	45,000.00
	<hr/>
	\$5,972,000.00
	<hr/>

The Gore-Storrie Report stated: "The measures grouped under No. 1 are considered as essential additions to the existing water works system now in order to furnish adequate service to the proposed new developments to the west and south of the City."

*Group II:*

The following works were recommended to be proceeded with as the proposed urban area developed.



Continuation of 48-inch supply main easterly from Bayswater Avenue along cross-town right-of-way to King Edward Avenue and continuing south-easterly across Rideau River, a total length of approximately 17,400 lin. ft.....	\$1,425,000.00
30 inch main on King Edward Avenue—approximately 5,400 feet.	266,000.00
42" extension from 48 inch from the east side of Rideau River to Base Line Road (St. Laurent Boulevard)—approximately 7,300 feet .....	495,000.00
30" main north on Base Line Road and east to Booster Station proposed for high level District No. 3—approximately 9,000 feet .....	400,000.00
Duplicate cross-town feeder 48 inch from Carlington Reservoir, easterly across Rideau Canal and River and paralleling right bank of latter through Billings Bridge to near Hurdman's Bridge—approximately 21,000 feet.....	1,825,000.00
	<u>\$4,411,000.00</u>

A letter from Gore-Storrie to Mr F. W. Pritchard, Secretary, Ottawa Planning Area Board, dated September 10th, 1949, giving the above estimated costs for Group II states:—

"In addition there will be required the construction of mains in the three High Level Districts proposed, and also in the extended areas that will be supplied from the existing Low Level District. Any appreciable development in High Level Districts 2 and 3 will require the establishment of booster pumping stations, and eventually an elevated tank should be installed in High Level District No. 2. The latter will probably cost \$175,000.00. The initial expenditure for booster stations will probably run to \$200,000.00".

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A 750,000 gallon elevated storage reservoir has been erected in the High Level District No. 2 as recommended in the previous extract and a 500,000 gallon ground level reservoir has been constructed in the No. 3 area.

Permanent booster stations will have to be constructed and equipped in both areas, together with discharge mains:—

Booster station, Area No. 2.....	\$ 125,000.00
Discharge mains to Elevated Tank Area No. 2.....	265,000.00
Booster station, Area No. 3.....	75,000.00
Discharge main to area to be served.....	200,000.00
	<u>\$ 665,000.00</u>

Total: Group I .....	\$ 5,972,000.00
Group II .....	4,411,000.00
Others .....	665,000.00
	<u>\$ 11,048,000.00</u>

The following works included in the above lists have now been completed.	
Storage Reservoir, Carlington Heights.....	\$ 1,200,000.00
42" and 48" feeder main from Scott Street and Bayswater Avenue to Reservoir.....	1,600,000.00
48" low pressure supply main—Slidell Street to Fleet Street Pumping Station ("C" Line).....	522,000.00
Relining existing 51" high pressure and lower pressure mains ("A" and "B" lines) between Lemieux Island and Distribution System .....	85,000.00
	<hr/>
	<u>\$3,407,000.00</u>

Financial assistance has been received from the Federal Government through the Federal District Commission on the Storage Reservoir and Feeder Mains to it (first two items) to the extent of payments equivalent to interest charges for a period of 8 years. This help is appreciated and has underlined the close partnership and mutual interest of the Government and the City in the development of the National Capital. No assistance was required for such works as can be considered normal to the City's municipal function.

Due to the very rapid expansion in the Billing's Bridge or Alta Vista Area and to the fact that the elevation of the ground is high, it also was necessary for the Water Works Department to proceed with the erection of an Elevated Storage Tank and Auxiliary Booster Station to properly serve that area.

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The cost of this work was \$242,870.11 towards which we received financial assistance to the extent of payments equivalent to interest charges for a period of ten years.

City Council has approved the construction of a 48" feeder main from Kirkwood Avenue easterly along the right-of-way of the proposed Queensway to the east side of the Rideau River and continuing as a 42" feeder main from there to St. Laurent Boulevard at an estimated cost of \$2,806,000.00. Financial assistance has been granted for this work through the Federal District Commission to the extent of payment equivalent to the interest charges (maximum 4%) for a period of only two years with a limitation upon which it will be paid of \$2,500,000.00. This compares unfavourably with the 8 year period accorded the Carlington Heights Reservoir installation. Such reduction in the advance of need or expectancy assistance is apt to result in a slowing down of such future projects as sufficient additional revenues are not to be expected therefrom immediately.

Recently a recommendation was forwarded for approval of the installation of the 42" feeder main to the Billings Bridge Area, the permanent booster pumping station and its discharge main to the Alta Vista Elevated Tank, and which is estimated to cost \$1,555,000.00. Application was made to the Federal District Commission for financial assistance but we are informed that the decision has been deferred until after the joint Senate-House of Commons Committee hearings and report. It is important to the advancement of these major installations that assistance continue to be accorded by the Federal authorities in conformity with the present or some other satisfactory formula.

It will be seen from the above that of works recommended and estimated to cost over \$11,000,000.00 by the Gore-Storrie Report, projects costing some \$3,407,000.00 have been completed and works totalling \$4,361,000.00 have been recommended for immediate installation, or a total of \$7,768,000.00 of the original works completed or now under consideration.

Works now being recommended could not be proceeded with until the Carlington Heights Reservoir and feeder mains were completed and their installation at this time is in accordance with proper sequence in relation to those works.

The projects discussed to this point are all listed in the Gore-Storrie Report but many additional works will be required. Some of these are being proceeded with now but the greater percentage of them will only be required as the outer areas develop.

These additional works and their estimated costs are:—

24" Feeder Main, Alta Vista Drive, Randall to Heron Road.....	\$ 68,500.00
24" Feeder Main, Carling Avenue, Woodroffe Avenue to Britannia Road .....	270,000.00
Auxiliary Booster Pumping Station, Montreal Road.\$,	23,950.00
8" Water Main, Brittany Drive to Codd's Road.....	33,700.00
6" Water Main on Codd's Road .....	5,624.27
	<hr/>
	63,274.27

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Outdoor Transformer Station, Lemieux Island .....	\$ 16,000.00
Aqueducts .....	20,000.00
Improvements—36" Main, Gloucester Street, butterfly valves ....	35,000.00
Building Extensions—Meter Department .....	50,000.00
24" Feeder Main, Heron Road, Alta Vista to Walkley Road .....	225,000.00
24" Feeder Main, Riverside Drive, 48" Cross-town Feeder to Donald Street .....	164,000.00
42 M.G.D. Duplicate Water Purification Plant and Pumping Station at Britannia Bay .....	5,000,000.00
Extension of 48" Main from Scott and McRae Streets to proposed Plant at Britannia Bay—14,400' .....	1,300,000.00
24" Feeder Main, Carlington Heights Reservoir to Base Line Road and Woodroffe Avenue .....	378,750.00
24" Feeder Main, Britannia Road from Carling Avenue to proposed plant at Britannia Bay—7,100' .....	284,000.00
Replacement No. 2 (Escher-Wyss) H. L. Pump, Lemieux Island	60,000.000
48" Feeder Main from proposed Plant at Britannia Bay to 48" Cross-town Feeder Main at Kirkwood Avenue—21,300' .....	1,850,000.00
	<hr/>
..	\$9,784,525.27

In addition to these projects, the Water Works Department are carrying out approximately 27 miles of Local Improvement water main installations annually at an estimated cost of \$1,350,000.00 each year.

Following Annexation, the City Water Works Department proceeded with the installation of distribution water mains within the annexed areas as the demand for water services was particularly heavy. Approximately 110 miles of distribution mains have been installed since 1950.

The demand for water in the outlying districts was greatly accelerated by the annexation of the areas. With the installation of so large a mileage of



distribution mains it is now imperative that the feeder main extensions be carried out. The Gore-Storrie report requires that when installed they be of capacities greatly in excess of normal requirements in order to be adequate for the ultimate demands of 25 years hence.

In addition to the need of feeder mains to these areas to supply greatly accelerated housing development, they are also required to enable provision of adequate services to the proposed Federal Government buildings in the outlying areas, the recent completion of the Walkley Road Area Railroad Yards and the consequent requirements of Industrial Areas to be located in zoned areas near the outer limits of the City.

TOTAL MILES OF WATER MAINS LAID PER YEAR

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Size	1944	1945	1946	1947	1948	1949	1950	1951	1952	1953	1954	1955
3"	—	—	—	—	—	—	—	—	—	—	—	—
4"	.012	.327	.275	—	.059	.228	—	.249	—	—	.310	—
5"	—	—	—	—	—	—	—	—	—	—	—	—
6"	.494	.763	1.201	.777	.994	.319	5.976	8.185	6.134	12.180	18.003	17.308
8"	—	.506	.676	.218	.125	.176	1.311	1.099	1.685	1.861	4.361	4.508
10"	—	—	—	.277	—	.134	.184	—	.007	.094	.707	—
12"	—	.256	.433	—	—	1.118	1.852	.913	.680	3.029	.960	3.087
15"	—	—	—	—	—	—	—	—	—	—	—	—
16"	.057	—	—	—	.066	.098	.676	1.674	1.925	—	2.982	2.386
18"	—	—	—	—	—	—	—	—	—	—	—	—
20"	—	—	—	—	—	—	—	—	—	—	—	—
24"	—	—	—	—	.024	—	—	—	—	.101	1.649	—
30"	—	—	—	—	—	—	—	—	—	—	—	—
36"	—	—	—	—	—	—	—	—	—	—	—	—
42"	—	—	—	—	—	—	—	—	—	2.618	—	—
48"	—	—	—	—	—	—	—	—	1.104	0.829	—	—
51"	—	—	—	—	—	—	—	—	—	—	—	—
Total	.563	1.852	2.585	1.272	1.268	2.073	9.999	12.120	11.535	20.715	28.972	27.289

IPS:HMA  
May 9th, 1956.

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#### 4. River Pollution

Much evidence has been given to your Committee that stream pollution is a serious problem in the Ottawa River. This pollution exists, to some extent, along the whole length of the stream but is more pronounced, naturally, near the centres of population and industry.

Pollution arises from various sources such as effluent from industrial processes, paper mill wastes, and sewage, whether raw or treated, being discharged into the stream. In any discussion of the Ottawa River pollution it should be borne in mind that, not only the main stream, but its tributaries also, must be considered, for example the Mississippi and Rideau Rivers, both have sizeable communities discharging sewage and industrial wastes into the stream.

The problem of clearing up the stream is further complicated by the fact that it is interprovincial boundary for a part of its course. Particularly in the

immediate vicinity of Ottawa, there are large industries, and centres of population, on the Quebec side of the river which contribute substantial amounts of waste to the stream.

Having admitted that pollution does exist the next question is what can be done about it? The obvious answer is to treat all sewage entering the river to render it harmless, and to remove injurious chemicals and foreign matter from industrial wastes to render them innocuous. This is not so simple as it sounds. Certain industrial wastes require expensive and rather complicated treatment to clear them up. The construction of the necessary sewerage systems and disposal plants is a financial burden which many municipalities cannot handle.

Some years ago the City of Ottawa, and the adjacent municipalities, realized that there was a danger of piecemeal development and duplication of both water and sewer services taking place. Consequently, the firm of Gore and Storrie were engaged to prepare a report on a comprehensive plan of water and sewerage development for the City and parts of the surrounding areas. Subsequent development has been along the lines recommended in that report.

Water supply is being dealt with elsewhere so that these remarks will be confined to sewerage.

Briefly the report recommended the construction of a system of collector sewers leading to a disposal plant at Green's Creek some 6 miles east of the City limit. The main feature of the sewer system was a large capacity collector sewer along the Ottawa River from the westerly City limit to the disposal plant site. This Ottawa River Interceptor would pick up all existing sewer outlets to the river as well as other collectors, constructed, or to be constructed, along the Rideau River and Canal. By this means all raw sewage would be removed from the Ottawa and Rideau Rivers so far as the City of Ottawa is concerned.

Part of the recommendations made in the Gore and Storrie report have been implemented by the City. A portion of the main collector known as the West Nepean Collector, has been constructed from Duke St. to McEwen Ave. (Marked (1) on plan).<sup>\*</sup> This has removed all city sewage outlets to the river upstream from the Water Works intake.

In addition the Rideau River Collector has been constructed from Somerset St. to Brookfield Ave. (Marked (2) on plan). This provides an outlet for sewage from areas East of the Rideau River.

Very rapid residential development in the City in the last three to five years has slowed down the implementation of the overall plan. It has been considered urgent to provide local sewers to the newly built up areas. This has been done in so far as possible, even if it did mean emptying additional raw sewage into the river. However, even with the extremely heavy construction programme in hand (30 miles of sewers in 1955) and consequent heavy financial load, the City has carried on some part of the overall scheme. For instance a section of the Rideau River Collector was completed in January of this year. It is planned to continue the West Nepean Collector to the West City Limit starting in the fall of 1956.

The immediate need so far as removing sewage pollution from the Ottawa River as far as the City is concerned, is for the completion of the Ottawa River Interceptor and the Disposal Plant. These, together, involve an estimated expenditure of \$25,441.00. In attempting to forecast Capital Expenditures for the next 15 years the Planning and Works Department of the City has tenta-

<sup>\*</sup>Owing to the size of the map and the difficulty which would be entailed in getting 75 copies, only one copy has been filed with the presentations.

tively set dates for this construction for 1957 to 1965. This, of course is tentative only and depends upon Council policy and financing. The expenditure of upwards of \$25,000,000. on the project alone places a very heavy financial burden upon any municipality.

The works necessary to remove Ottawa City sewage from the Ottawa and Rideau Rivers are as listed below in two categories: (A) those already completed and (B) those yet to be done.

Designation	Length	Cost
<i>A. Works already completed—</i>		
(1) West Nepean Collector.....	26,400 ft.	\$2,447,495.35
(2) Rideau River Collector.....	21,600 ft.	1,429,817.70
(3) Purchase of Disposal Plant Site.....		54,948.87
		<hr/>
		\$3,932,261.92
<i>B. Works yet to be completed—</i>		
(1) Ottawa River Interceptor.....	12,800 ft.	3,905,000.00
(2) Main Outfall (to Disposal Plant).....	31,000 ft.	11,036,000.00
(3) South Nepean Collector.....	29,200 ft.	3,212,000.00
(4) Rideau River Collector (extend).....	10,800 ft.	1,228,000.00
(5) West Nepean Collector (extend).....	11,400 ft.	781,000.00
(6) Disposal Plant .....		8,500,000.00
(7) Outlet from Plant.....	4,000 ft.	2,000,000.00
(8) Mooney's Bay Collector.....	24,800 ft.	2,628,000.00
	<hr/>	<hr/>
	124,000 ft.	\$ 33,350,000.00
or 23.5 mi. approx.		

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The attached plan shows, in red, the present sewer outlets, 12 in number. It also shows the collectors completed and those necessary for the complete removal of sewage outlets from the rivers.

Shown, also, are secondary collectors, or truck sewers necessary to provide a sewage system for the City. While these may not have a direct bearing on the removal of sewage wastes from the streams they have an indirect bearing as they are necessary to eliminate the use of septic tanks. This septic tank effluent eventually finds its way into the streams.

These secondary trunks also represent a very heavy financial burden on the City, which must be considered when consideration is being given to the overall scheme of sewage disposal.

To sum up: The City is very much aware of the pollution problem and its probable effect on communities downstream from Ottawa. The City has an overall scheme to remove sewage from the Ottawa and Rideau Rivers. It has started to implement that scheme. When it may continue to do so is largely a matter of finances. It would appear that, unless substantial financial aid is forthcoming from some source, the City cannot carry this burden, in addition to other necessary expenditures.

Legislation enacted by the Ontario legislature in the 1956 Session appears to afford a most realistic and heartening line of exploration for both Federal and municipal authorities and partnership with the province to develop an immediate plan for correction of their distinctive powers.



Her Worship the Mayor, together with the Technical officials of the City, will be prepared to discuss possible bases of joint participation under this legislation.

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#### 5. *Ottawa Transportation Commission*

In the year 1948, as a result of a favourable vote by the ratepayers and under authority of an act of the Legislative Assembly of the Province of Ontario, the City of Ottawa purchased all operating assets of the Ottawa Electric Railway Company and established the Ottawa Transportation Commission to operate the transportation system.

The purchase price for the property and rights of the Ottawa Electric Railway Company amounted to \$6,300,000, following negotiations based on appraisals made by two firms of consulting engineers; one acting for the City and the other for the Company.

The Ottawa City Transportation Act provides that the Ottawa Transportation Commission shall be self sustaining and that fares must be regulated to produce sufficient revenue to pay all operating costs and amortize the purchase price, with interest, in annual payments over a period of twenty years.

When the City purchased the transportation system in 1948 there was no definite intention with respect to the extension of the City's boundaries and, with the exception of a railway line to Britannia, the service was confined to a comparatively small area and had the advantage of a fair density of population for profitable operation. About two years later, in 1950, the City proceeded with the annexation of adjacent territory to the extent of approximately 37 square miles and the Ottawa Transportation Commission, as a publicly owned utility, became obligated to provide service in the whole area.

With a view to unification of public transportation within the extended boundaries of the municipality, the Ottawa Transportation Commission in the years 1949 and 1950 purchased the operating assets of the Eastview Bus Company, the Cyrville Bus Company, the Uplands Bus Company and the Nepean Bus Company at a total cost of \$558,993. These purchases were made from the proceeds of debentures of the City of Ottawa and are repayable to the City with interest and costs. In addition to the debenture debt incurred to cover the purchase of the several operations mentioned above, the Ottawa Transportation Commission has spent \$3,381,625 on capital account since its inception in 1948 to provide for replacements and extensions in the bus service. Of that amount \$2,336,618 was provided from current funds. (Statement attached.)

This radical change in the area to be serviced and the consequent sharp decrease in the average density of population had a serious effect upon the net earnings of the transport system and, due to the condition of the roads in these outlying areas, especially in winter and spring seasons, the cost of wear and tear on equipment rose sharply. To illustrate the increase in mileage in relation to passengers carried it may be set forth that in 1948 the system carried 54,990,585 passengers on a mileage of 6,240,480, employing 128 street cars and 66 buses.

In 1955 the system carried 42,823,357 passengers on a mileage of 7,135,139, employing 108 street cars, 150 motor buses and 10 trolley buses. In brief, in 1955 it was necessary for O.T.C. passenger vehicles to travel almost one million miles more to carry twelve million passengers less than in 1948 and although buses operating on paved city streets in normally populated districts showed a profit, buses operating in the outside areas incurred a loss estimated at \$400,000 annually. The decrease in passengers in the period 1948 to 1955 may

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not be entirely attributable to the effects of far flung city boundaries, except in so far as the resulting conditions have been reflected in fare levels which causes a loss in short distance passengers. The other factor is the shift to the private automobile. But the radical increase of mileage in proportion to the number of passengers carried is a direct result of the sudden inclusion of such a large area of sparsely settled land, coupled with the departure from the original civic intention of controlled, orderly development from the centre outward.

Compensation to the O.T.C. on this account would seem to be a reasonable subject for consideration by those responsible for the development and decentralization policies now in force. Otherwise the burden falls upon all users of the transport system and results in a further loss of short distance passengers in the central part of the City.

In an effort to overcome the situation by relating the fares to the distance travelled, the Commission has introduced an outer zone where an additional 5-cent fare is charged. This method of equalization and compensation is only partly successful and is scarcely the ideal answer to the problem.

*Decentralization of government buildings and the introduction of shopping centres with large parking lots for family automobiles tends to relieve congestion in the central business part of the City but has affected the transport system adversely in another way.*

In the first case, the placing of government establishments in widely separated sections of the extensive area now comprising the City of Ottawa has the effect of increasing the length of bus lines out of proportion to the number of fares collected; so that with the exception of one trip morning and evening the service to those establishments is highly unprofitable. It does not pay, of course, to maintain equipment for only two loads a day, one in the morning and one in the afternoon. To operate a service without loss there must be a certain density of population throughout the whole length of the line. Such is not the case in some parts of the municipality today and yet when people are allowed or induced to settle in a remote locality they expect and demand public transportation whether it is profitable or not and even though they do not use it regularly.

A contributing factor in this situation associated with the City's development is the amount of land being set aside for parks, parkways and as future building sites requiring considerable acreage.

These open spaces, in so far as a transportation system is concerned, are unproductive areas to be traversed in moving passengers from one locality to another. The Central Experimental Farm, now near the geographical centre of the municipality and surrounded by urban settlement, is an extreme example of how large open spaces, which may be a popular blessing in many other ways, have the practical effect of lengthening operating distances of the transportation system without compensating return.

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### *Elimination of Street Cars*

Although the records show conclusively that the electric street car is still the most economical and safest means of transport in this City, a sense of obligation to co-operate with the City of Ottawa and the Federal District Commission in their plans for beautification of Ottawa has prompted the

O.T.C. to adopt the policy of gradually eliminating the street cars and replacing them with modern buses; so that overhead wires and rails may be removed. The transition is to be made as speedily as financial circumstances will permit, and it is hoped that the conversion will be completed by 1967.

In pursuance of this policy, buses have been substituted for street cars already on Sussex Drive and Wellington Street under arrangements with the City and the Federal District Commission. Extension of these arrangements to other lines would, of course, make feasible the total elimination of street cars at an earlier time than that now considered possible by O.T.C. officials. This substitution, however, means not only accelerated capital costs for replacement but higher operational costs per passenger.

It is estimated by the O.T.C. that the conversion process together with normal requirements for replacements will involve an expenditure of \$6,600,000 over the next 10 year period. These expenditures, while requiring a guarantee by the City of Ottawa, are expected to be financed out of O.T.C. revenues and therefore not to involve the City in any net cost.

The Ottawa Transportation Commission provides a chartered bus service to Gatineau Park and other scenic places in the Gatineau Valley.

There is some indication that unification of all local transportation services in the National Capital District under a single commission might be the subject of early consideration. Such a development obviously would be advantageous from the standpoint of economy, passenger convenience and uniformity of service.

#### *Decline in Mass Transport*

Despite the decline in mass transportation patronage during the last few years, due to the popular use of the private automobile, the O.T.C. still carries an average of about 142,000 passengers on a normal working day, which amounts to about 71,000 return trips, or  $\frac{1}{3}$  the City's population daily. Doubtless a high percentage of that number depend entirely on the public transport and have no other means of travel to and from their place of work or business.

The estimated number of rides per capita on O.T.C. vehicles dropped from a high of 336 in 1946 (when there were few private automobiles in operation) to 175 in 1955 and the decline continues at the rate of about 5 per cent per annum. This, it should be noted, is not out of line with a similar decline in other cities of the country.

Yet from the point of view of both economy and traffic congestion mass transport is more efficient, safer and less troublesome than the private automobile as a method of urban travel.

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A traffic survey sponsored by the City of Ottawa, the Federal District Commission, the merchants and the Ottawa Transportation Commission in 1954 revealed that traffic entering the downtown area averages 1.7 persons per auto and 26 persons per O.T.C. vehicle. At the indicated rate one bus is equal to 15 automobiles in transport efficiency. This may be taken as an illustration of the economy of public transport in the use of street space and as evidence that as a practical alternative the widening of streets and the demolishing of whole blocks of buildings to provide parking space, the use of public transport must be encouraged as much as possible as a measure of civic economy.



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**OTTAWA TRANSPORTATION COMMISSION  
SCHEDULE SHOWING PURCHASES OF CAPITAL ASSETS  
AND DEBENTURE DEBT**

**PURCHASES OF CAPITAL ASSETS**

(a) With Proceeds from Debentures Issued, 1948-1955	
By-Law 10018 .....	6,300,000.00
By-Law 179-49 .....	380,000.00
By-Law 176-51 .....	771,000.00
By-Law 250-55 .....	453,000.00
	<hr/>
	7,904,000.00
(b) With Current Funds, 1948-1955 .....	2,336,618.40
	<hr/>
	10,240,618.40

**Estimated Purchases of Capital Assets:**

1956-1960 .....	2,620,528.57	
1961-1965 .....	3,950,000.00	6,570,528.57
	<hr/>	<hr/>
		16,811,146.97

**DEBENTURE DEBT**

Issued, 1948-1955 .....	7,904,000.00
Retirements, 1948-1955 .....	2,493,068.51
	<hr/>
	5,410,931.49

**Estimated, 1956-1960:**

To be Issued .....	2,600,000.00	
To be Retired .....	2,549,954.65	50,045.35
	<hr/>	<hr/>
		5,460,976.84

**Estimated, 1961-1965:**

To be Issued .....	3,950,000.00	
To be Retired .....	4,341,782.92	391,782.92
	<hr/>	<hr/>

Estimated Outstanding at 31st December 1956 .....	5,069,193.92
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**6. Ottawa Hydro-Electric System**

The Ottawa Hydro Commission, realizing that the City was undergoing rapid expansion and appreciating the desirability of consolidating the distribution facilities throughout the area, took steps to purchase the physical assets of the Ottawa Light Heat and Power Company, effective January 1st, 1950, and at the same time acquired the physical assets of the Ontario Hydro distribution system in the annexed areas. The cost of this consolidation was approximately \$7 million.

The amalgamation of these systems is a comprehensive task which will take many years to complete. It has been impossible to proceed with amalgamation in the more densely populated older areas of the City because of the tremendous expansion in the newly annexed areas.

Current costs of the Hydro-Electric Commission have been increased by some aspects of development under the National Capital Plan, notably the development of parkways which have the effect of severing large areas of potential building lots and causing the Commission to transport power over considerable distances without any return from customers en route, and the decentralization of government buildings which require the installation of additional plant.

In order to provide underground duct lines to carry primary and secondary cables, underground transformer chambers, underground services to customers' premises, underground supply to street lighting facilities, etc., has been established to be \$75.00 per lineal foot frontage. This figure will vary somewhat, depending upon the load density on the street in question, but it is felt that it should be borne in mind that in undertaking any such works, adequate capacity should be installed to take care of the foreseeable future. Although it would be highly desirable on aesthetic grounds to convert the present system to underground cable, the cost would be enormous.

Engineering estimates indicate that conversion would be at least 10 times the cost of overhead facilities when provision had been made for other utilities such as Bell Telephone, Telegraph, Fire Alarm Systems, O.T.C., and Dominion Protective lines. As overhead facilities in terms of the present day depreciative, value of existing distribution system transformer and substation equipment are worth slightly more than \$67,000,000 this would mean a cost of between \$67,000,000 and \$70,000,000. This estimate, moreover, is on the basis of present day loads, and these facilities would not be adequate to take care of additional load growth which would require different types of transformer, and different types of lines and cables, conduits and other protective equipment. Nor would it cover changes due to shifting patterns of development, such as are taking place in the uptown area where 1½ storey houses are being replaced at a rapid rate by 10 storey office buildings.

Obviously expenditures such as these could not be attempted under the existing rates, and even though funds might be available to give consideration to an underground scheme in the uptown area, consideration would have to be given as to whether it is just to ask consumers in the suburban areas to have their rates raised in order to spend a disproportionate amount for customers in the uptown area who are availing themselves of the supply of electricity in order to carry on lucrative businesses.

In view of the fact that the primary reason for conversion to underground wire would be the desire to contribute to the beautification of the National Capital, it is felt that a substantial share of the costs should be met from other sources.

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#### 7. *Queensway Limited Access Highway*

The report on the Queensway Limited Access Highway prepared by Deleuw, Cather and Company of Canada for the Ontario Department of Highways has already been presented to the Committee. The City however would like to emphasize certain aspects of the project.

This highway was proposed by Mr. Jacques Greber and subsequently adopted as part of the National Capital Plan but originally as a Parkway with non-commercial traffic.

Wilbur Smith and Associates in their Traffic and Transportation Plan for Ottawa reported that the heaviest desire line of travel lies along the east-west line approximately parallel to the Ottawa River and enters or traverses the central business district. This travel is presently served by existing streets which are too deficient in alignment, continuity and capacity to meet the needs

of east-west traffic flows. In order to meet the requirements of these movements, the provision of an east-west expressway is necessary. Ottawa is fortunate in having the abandoned right of way of the Canadian National Railway to form the basis of property acquisition for this proposed highway. This line which is excellently located with respect to travel desires, makes it possible to bring the highway within close proximity of the central business district and obviates the acquisition and destruction of developed property. If this right of way were not available the cost of acquiring and the destruction of the necessary property through urban and business development would have been prohibitive.

The City is in whole-hearted agreement and support of the scheme and are of the opinion that it should be commenced at the earliest possible date, particularly since it will be several years after commencement before sufficient sections of the new highway will be available to make an appreciable effect on the ever increasing Ottawa traffic.

The estimated cost of the scheme prior to the final engineer report was \$20,000,000.\* This cost was tentatively apportioned as 50% to the City, 25% to the Province of Ontario and 25% to the Federal Government with the Federal District Commission to provide the necessary right of way and landscaping.

The City liability under this arrangement was approximately \$7,500,000, being 50% of the cost exclusive of the Federal District Commission right of way land.

The estimated cost as now presented based on final engineer design is some \$31,250,000. Any corresponding increase in the City commitment would be beyond the resources of the City of Ottawa and therefore it is suggested that the increased cost is a matter for adjustment at the Federal level as between the senior government and the Province, with the entire project covered by a special agreement among the four partner agencies—the Province, the City, the F.D.C. and the Dominion Department of Public Works.

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In order that an immediate start may be made on this highway, the City is of the opinion that it is not necessary to construct all facilities at the initial stage of construction but that the main features of the scheme should be proceeded with and so constructed as to allow expansion and construction of ancillary features as and when required. However, what is essential and calls for immediate agreement is the acceptance of the final detailed design of the whole project on which future property requirements can be set so that the City at its level of control can handle development and redevelopment schemes bordering the proposed highway as well as the numerous other aspects including the alteration of existing City services which complement a scheme of this magnitude. If these decisions are not made in the immediate future there will be still further increases in the ultimate property costs.

It is suggested that the Federal Government and its agencies in association with the Department of Highways of Ontario and the City should arrange to meet at the earliest possible time to resolve the question of apportionment of costs and the acquisition of the remaining properties to complete right-of-way requirements.

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\*This figure includes the cost of land. This was to be borne by the F.D.C. in respect to the right-of-way, valued at \$5½ millions.



## PART VIII.

## ADVANCE OF NEED FORMULA FOR CAPITAL PROJECTS

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On November 14, 1949, the Honourable D. C. Abbott, Minister of Finance, speaking in the House of Commons, stated as follows:—

"On behalf of the Government, therefore, I now wish to make it clear that we are prepared to see appropriate assistance given on the recommendation of the Commission in the case of those individual projects which are considered essential in the development of the National Capital Plan, and yet would not be undertaken, at least not in the same form or to the same extent or at as early a date, if Ottawa were not the capital of our country and it were not necessary to have regard to the future development of the country as well as of the municipality. This would include, for example, part of the extra cost that might be necessary to make a new city hall comply with the architectural requirements of the National Capital Plan if the city should eventually decide to place it in a location where such additional standards would be required. Another example would include certain features of the Gore and Storrie report on sewage and water supply, and new Sussex Street bridges over the Rideau River to complete the gap in the eastern end of the driveway system."

The Gore and Storrie report of July 1949 was conceived as a companion plan to the Greber Master Plan for the National Capital. It dictates water and sewage installations of such dimensions as will adequately serve the ultimate population of some 350,000 to 375,000 persons within the planned urban area. It is expected that the full use of these facilities will not be required until about the year 1980. It is normal practice that major works of this nature be installed with a reasonable reserve excess capacity sufficient for a moderate term of years, inasmuch as the "trunk must come before the branches". However, were it not for the city participation in the development of the National Capital, these works would not be undertaken to the same degree in respect to dimensions or diversity of location nor in most cases at as early a date.

In accordance with the principle enunciated by the Minister, the Municipal Grants Committee of the Federal District Commission on November 17th, 1951, recommended that the financial assistance to be given the City for works resulting from the impact of National Capital planning take the form of the interest charges on debenture issues for the period of time preceding the time the projects would normally be undertaken. The approximate payments for the works originally listed plus additions are as follows:—

## Sewers

Project	Actual Cost	Rate %	Payment Period— Years	Total
West Nepean Collector .....	\$2,447,496	3.7%	12	\$1,086,688
Rideau River Collector .....	934,041	3.7%	12	429,188
		4.1%		
South Nepean Collector .....	129,042	4.1%	12	64,088
		4.2%		
Sewage Disposal Site .....	\$ 200,000	4.1%	12	\$ 98,400
	(estimated)			(estimated)
Rideau River Extension—Collector Sewer	525,000	4.0%	7	147,000
	(estimated)	(estimated)		(estimated)
Sub Totals .....	\$4,235,579			\$1,825,364

## Water Mains, etc.

Project	Actual Cost	Rate %	Payment Period— Years	Total
Carlington Heights				
Reservoir and Feeder .....	\$2,300,385	3.7%	8	\$ 681,362
		4.1%		
Alta Vista Storage Tank .....	243,598	3.7%	10	90,131
Feeder Main on Queensway .....	2,806,000	4.0%	2	200,000
	(estimated)	(estimated)		(estimated)
Sub Totals .....	\$5,349,983			\$ 971,493
TOTALS .....	\$9,585,562			\$2,796,857

The agreement in respect to the financing of such projects with Government participation based on the rate of excess above ordinary needs was regarded by the City as a most satisfactory solution of the problem posed by participation in the National Capital Plan, and the City is appreciative of the help received as detailed above.

The November 17th, 1951, Report of the Municipal Grants Committee noted that when the city undertook other sewer and water projects recommended by the Gore and Storrie report, applications for similar financial aid would be in order. Accordingly on July 30, 1955, the City requested assistance for the proposed 48 inch cross-town feeder water main from Kirkwood Avenue to St. Laurent Boulevard on the proposed route of the Queensway limited access highway. The estimated cost of this main is \$2,806,000. It is one of the projects listed in the Gore and Storrie Report and could not be initiated until the Carlington Heights reservoir had been constructed. It, therefore, was expected that a term of years in advance of need that was comparable to that for the Reservoir would be accepted. However, in this report of September 20, 1955, the Municipal Grants Committee recommended assistance calculated as the carrying charges for a two-year period only at a rate of 4 per cent and on a capital expenditure not exceeding \$2,500,000. Since this represented a serious reduction from the previous advance works treatment, the City asked the Federal District Commission to permit participation on the proposed basis without prejudice to review of the whole policy.

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On December 12th, 1955, a further request for financial assistance towards the cost of constructing a 42 inch feeder water main to the Billings Bridge Area, together with certain ancillary installations was forwarded to the Federal District Commission. The estimated cost of these works is:—

(a) 42" feeder main from 48" feeder main on Queensway at Bayswater Avenue, extending south and south-east across the Rideau Canal and Rideau River to Billings Bridge Area .....	—\$1,165,000.00
(b) Permanent Booster Station for Alta Vista Area .....	— 125,000.00
(c) 24" discharge line from permanent booster station to Alta Vista Elevated Tank .....	— 265,000.00
	<u>\$1,555,000.00</u>

In reply to this request, the Municipal Grants Committee of the Commission recommended that it would be undesirable to make a decision in this regard until after the sittings of the joint committee of the House and Senate. This recommendation was concurred in by the Commission.

The above recital of the progressive reduction of assistance granted on successively initiated projects specified by the Gore and Storrie report would indicate that in its present application this formula may not accord full recognition to the actual situation in respect to excess content in the works concerned. We consider that the method presents a convenient basis but that the factors involved must be given full weight in the application of the method. These factors include the following considerations:—

One of the objectives of the Gore-Storrie report was “to provide a comprehensive scheme for adequate water supply and sewage disposal facilities for the future development of the urban area designated by the Ottawa Planning Area Board as part of the Master Plan prepared by the National Capital Planning Committee” and the report recommended among other things that “a unified control over all water supply and sewage disposal for the City of Ottawa and urban areas is essential” and “The existing Water Works System owned by the City of Ottawa on Lemieux Island should be the source of supply for the whole area”.

The annexation of large areas was required to establish “unified control”. The cost of extensions beyond those required for a certain maximum new area should be considered as pertaining to development of the Master Plan for the National Capital.

The sizes of installations as determined by the Gore and Storrie Report are greatly in excess of normal provision for the future expansion, in fact they are adequate for the maximum growth of the urban area and will, therefore, represent in part an unproductive expenditure slowly diminishing over a period of some 25 years. There is a considerable proportion of the cost involved that is superfluous to the immediate or near future situation and which the City considers calls for the participation of the Federal Government on a partnership basis, either through application of the “advance of need” formula or some other method that would be satisfactory to both the Government and the City.

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## PART IX

### CITY OF OTTAWA—CAPITAL EXPENDITURE REQUIREMENTS—1956-1965

In other sections of this Brief, reference is made to the City's estimated capital expenditure requirements on various projects directly associated with the National Capital Plan. These, together with other anticipated future developmental costs, were forecast for the purposes of the City of Ottawa submission to the Royal Commission on Canada's Economic Prospects during the next 25 years.



For the information of the Committee, these future requirements are summarized in the following:

*Forecast of Capital Expenditure*

Purpose	Gross Expenditure	Net City Share	(Thousands of Dollars)	
			1956-60	1961-65
Roads, Streets and Bridges:				
Arterial Highways .....	\$ 26,500	17,600	12,800	4,800
Bridges .....	23,400	8,200	3,900	4,300
Roads, Streets and Sidewalks .....	28,400	15,600	7,700	7,900
Sub Total .....	78,300	41,400	24,400	17,000
Sewers: .....	88,600	74,500	31,400	43,100
Schools: .....	18,500	15,500	9,500	6,000
Total to be met out of taxation .....	248,800	149,200	77,700	71,500
Utilities:				
Hydro .....	20,000	20,000	10,000	10,000
Transportation .....	6,500	6,500	2,600	3,900
Water Works .....	23,600	16,300	7,300	9,000
Total Utilities .....	50,100	42,800	19,900	22,900
Grand Total .....	298,900	192,000	97,600	94,400

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## PART X

### INDUSTRIAL DEVELOPMENT

It must be recognized, that in comparison with other cities, Ottawa has very little in the way of industry, and does not record any great changes on a percentage basis as the years go by. The reasons no doubt are many and varied, but in the main, it is undoubtedly true that industrialists have been lead to believe rightly or wrongly, that the Capital Region and Ottawa in particular, does not want industry, and is not prepared to provide the essentials required by industry.

While there are now in Ottawa several small areas exclusively devoted to industrial use, the industrial potential of the City lies in the development of an extensive area lying to the south and east. In accord with, and as a result of, the National Capital Plan, Ottawa's industrial future has been assigned to this specific area.

However, in complying with the National Capital Plan, industrial growth has been inseparably bound to, and held up by, long range plans for the major sewer collector to Green's Creek. The area in question lies almost in its entirety, beyond the limits of the gravity flow sewer system, and its development must therefore await construction of the new collector.

It would seem at this time that there should be a frank discussion of the basic question of whether or not industry is to be encouraged by the Federal Government as well as by the City, and if so, specifically what is to be done by the principals to assist.

Industry is undoubtedly a major source of Revenue and employment in most cities. Ottawa is an exception. The Federal Government is the alternate source of revenue, and what the City lacks from industrial resources, must be made up, presumably by the Federal Government if residential uses are not to

be taxed unduly. It is apparent therefore that the Federal Government is a partner in this problem, and should be financially interested in the provision of such additional major services as are required by industry.

Until this major question is thoroughly explored and discussed candidly, there are great limitations placed upon attracting industry. Without substantial assistance financially, there are even greater limitations placed upon the services which can be supplied to make it possible for industry to move in. As previously noted, major development in Ottawa awaits servicing of an extensive area in the south east, a condition resulting from compliance with the National Capital Plan.

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## PART XI

### COMMENTS ON SOME ASPECTS OF F.D.C. SUBMISSION

#### 1. *Cooperation and Assistance from F.D.C.*

The City would record, here, what it believes to be an enlarging and increasingly effective understanding and co-operation between the municipality and the Dominion authority in real progress in the more and more complicated problems of their respective,—and often joint—responsibilities. There have been, are, and must continue to be, honest differences of opinion and zealous guarding of rights and responsibilities of the respective authorities. But any criticisms or suggestions offered at this time should be taken as an earnest effort so to clarify principles and procedures as to afford more clear-cut, and workable relationships in advancing the common interests of the people of all Canada no less than those of them so fortunate as to dwell within her Capital.

To this end, the City would prefer to put on formal record here only certain general observations bearing on the submission of the F.D.C. itself, and assure the Committee that Her Worship the Mayor, Members of the Board of Control and senior officials of the City await their pleasure to offer any particular comment or reply to any queries on the F.D.C. Brief.

However, it is most important to note that it is not valid to accept any general assumption that the F.D.C. is—or can be—the one integrating liaison between the City and the Dominion authority. The F.D.C., its origin and development, is primarily an agency for the beautification—the “improvement” originally—of the National Capital. Gradually, it has become a planning agency but still, primarily, a physical planning agency, essentially engineering and architectural in its administrative arm, generally advisory to the Government within its terms of statutory reference and with its executive powers and responsibilities accordingly relevant.

Other essential statutory and executive powers and duties are properly exercised, even within that part of the National Capital area that is the City of Ottawa, and even within this area of physical development, by various other authorities—Parliament itself, the Dominion Department of Public Works, the Dominion Department of Transport, the Dominion Department of Agriculture, the R.C.M.P. and the Department of Justice, and—very important for the City—the Municipal Grants Act Branch of the Department of Finance, the Province of Ontario and the County of Carleton. The Crown Corporation, Central Mortgage and Housing—deals almost daily with the City in most vital matters as does the Veterans' Land Act Administration.

In the rapid change and accretion of the activities of Government, the F.D.C. has assumed (or had assigned, in the absence of any other agency “ready to hand”) negotiations and, indeed, decisions, in respect to City of Ottawa matters, in which fundamentally not only Government policy but Parliamentary authority are properly involved.

The F.D.C., under present or projected powers, has been drawn into most extensive public works, highways, parks, real estate holdings and operations of all types of properties, into business as the lessor of concessions, into matters basic to assessment, taxation and similar obligations and decisions ordinarily exercised through Parliament or the Government, and finally into policies and programs which can not only affect but determine the basic civil rights and living of individuals and communities today and for all future time.

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The City enjoys all the general powers delegated to such a municipality by the legislation of the Province: it may require other and special permissive powers to play with full effectiveness its part as the most vital municipality in the partnership of the Dominion in the development of the Capital. Such special powers may only be made available under special supervision of the Province.

An analysis of the problems before this Parliamentary Committee would seem to bring out fairly clearly that the F.D.C. and the City of Ottawa alike must face, impartially, some re-alignment of procedures and possibly definite readjustments in their relationships vis-a-vis the Dominion Government and in the evolution of some special relationships of the City under the powers of the Province of Ontario.

## 2. *Redevelopment and Slum Clearance*

Possibly because the Federal District Commission and the National Capital Plan, as elsewhere mentioned, had their origin in the Ottawa Improvement Commission, any inquiry or discussion of these relationships to the Municipal Government of Ottawa has emphasized—and somewhat necessarily so—the actual physical setting and development of the Community.

But this cannot be done—especially to the degree of emphasis in the Greber Report—to the disregard of the overriding responsibility of the municipal authority, the living of the community, that is the Capital. The fact of Ottawa, the City, a community, almost half a century older than Confederation and fully a century older than “The National Capital Plan” cannot be set aside. The Zones of its business and commerce, its residential areas—luxury, average, mediocre and substandard—cannot be ruthlessly dealt with on the lines of a blueprint or an overall plan or sudden sweeping zoning and re-zoning. The reality of living, the rights of ownership, the relationship of the homes, the churches, the schools, the stores and services, the community’s recreation resources, both commercial and otherwise, their eating-places, in short all the pattern of their living must be seen through the “overlay” as it were of what the planners may dream, may desire, may work towards but only in justice and consideration of what is, as well as what may be. It can all be very frustrating but it is important to distinguish whether it is the slower, surer, safer processes of a self-governing democracy at the level of its people’s local government or a culpable indifference or non-co-operation which explains the gradualness of development and change among the municipalities which are practically all no less anxious than any especially constituted mechanism of the National Government to justify and realize their dignity as part of the National Capital area.

Their responsibilities must, step by step, concern themselves with the extending provision, the adjustments, the relocations of the essential services of this actual living of their people. For instance, relocation of the railways can involve the complete transfer of thousands of workers, the abandonment of their homes and the business and agencies servicing them with no possible claim of the municipality or the individual small home-owners, the schools, the churches etc., suddenly left in deteriorating, vacated “ghost” areas. The



relocation of one major government building can not only throw out the entire transport, school, church and community setting of its former area but bring sudden convulsing demand for all these services in the area of transferred or new location, e.g. Tunney's Pasture and the Central Mortgage and Housing Corporation on the Montreal Road.

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It is the burden of municipal government constantly to be anticipating these changing currents in the community's living and to be preparing for change, adapting to it, controlling the force of its impact, if at all possible. The City of Ottawa has not been laggard in attempting to adjust its humanitarian responsibilities to its greater and changing growth in the plan of the National Capital. The City, in its very nature, has no actual slum areas of the extent marking industrial cities. It has the more difficult problem of a City where the familiar industries were largely "family" owned and in which blocks of land, or even lots, contiguous to the firm's or family holding, were made available, often with the materials for building for the "running-up" of small homes, too often in the rears of larger, substantial residential or building blocks. Some of the most modest frame houses in parts of the City will be found to be better built, more resistant to our winter, than the more pretentious, less substantial building of the "modern dwelling" of recent erection. And all along the waterways, which were the first routes of transport and the route of the timber and later, the highways, "family" or "double" houses were similarly built, without much plan or control, though the areas on both upper and lower town, where either By's Engineers or the By Estate laid out the plans are marked by through, wide streets and well spaced lots.

But one result is that any so-called "slum clearance" in Ottawa has to be a cost carefully assessed process in small area by area examination and almost block by block execution, and must be closely related to relocation of families rather than of whole areas.

Consequently, the City sought and obtained special legislation from Ontario to provide for special inspection, demolition or renovation of individual housing and, moreover, without seeking aid from any other government, to permit reasonable loans to finance improvements, which, however, it has so far been found unnecessary to use except in a very few cases.

The City has also used the National Housing Act to get public spirited citizens to serve on low-rental housing corporations which have erected and operate rental units with municipal investment in the "second" mortgage of 10 per cent. The City has also made city-owned land available to these projects which in the last three years have provided 626 new dwelling units, another 106 units are projected in one project while the Housing Committee is presently preparing a submission for complete renovation as a pilot scheme of both houses and business in two or three small city blocks. New dwelling units under private auspices number 15,216 from 1950 to 1955. The population increase has been 23,500 against new housing for 53,000.

One by-product of a capital city is a very heavy disproportion of retired persons, living on moderate income and in Ottawa, of a demand for single unit dwellings or at most for two elderly persons, and chiefly women. Housing demands for women over 60 years of age is three times that of men. The City has made intensive studies (the most recent contained in a report prepared by Miss Marjorie Bradford in 1955) and is gearing new housing units, plans for home health supervision, for residential units for elderly and long-term care to these special needs. It has made heavy grants to existing services to enlarge provision for chronic sufferers and has just concluded plans for most extensive renovation and enlargement of the Civic Hospital which draws a very large proportion of its clientele from the whole capital area as do the excellent voluntary hospitals, all of which have been enlarged to meet the expanding needs of enlarged government establishments.

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## OTTAWA HOUSING STANDARDS BOARD APRIL 30th, 1956

	1953	1954	1955	As of April 30 1956	Total
*1. No. of cases considered by H.S.B.	79	97	184	123	483
*2. No. of buildings demolished ....	35	78	50	11	174
No. of dwelling units demolished	60	128	83	23	294
*3. No. of buildings repaired .....	12	3	6	5	26
4. No. of water connections to houses, ordered and constructed ....	93	90	26	...	209
5. No. of sewer connections to houses, ordered and constructed ....	65	74	49	...	188
6. No. of sheds, garages, fences, etc. demolished or rebuilt .....	280	222	250	...	752

## WARDS

	1	2	3	4	5	6	7	8	9
*1. ....	69	129	18	25	15	54	67	67	49
*2. ....	32	72	9	8	11	15	8	12	7
*3. ....	1	10	..	5	3	3	2	1	1

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The Fire Inspection service has been stepped up and three new fire stations are under way to serve the expanding city area.

Such a very mundane service as Garbage Collection has been expanded and extended to cover all Dominion services from Government House to clearing government dumps themselves. Many of the F.D.C.'s finest parkways are built on the City's earth filled garbage heaps.

New health units are being housed in the new fire stations to extend protective health services as the population has followed new government buildings, east, west and south of the City.

### 3. Ten Year Plan for Development of Parks and Recreational Areas

On May 7, 1951, the City Council with a view of the better adaptation of facilities to the enlarged demands approved of a ten year program for the development of parks and recreational areas in the City of Ottawa the total cost of which was estimated to be \$300,000.00. This program covered the entire recreational needs of the City including beaches, playgrounds, recreational fields and rinks and is related to the Civil Service Recreational Association provisions, Federal District Commission parks and similar developments and the City's general and neighbourhood demands.

Since 1951 subdividers have been required to deed 5% of the land contained in every subdivision to the City. The master plan will call for their development and provincial authority will be sought to sell some and apply the proceeds to the area projects which will be integrated into the overall provision.

These observations are offered here to recall, respectfully, to the Committee that "the strength of a normal and healthy growth" involves very heavy responsibilities of this very special kind for the municipality of the capital, no less than specific area of physical development, for any National Capital Planning agency and that the City of Ottawa believes it has lacked neither vision nor energy in meeting them.

#### 4. Acquisition of Land by F.D.C.

One of the anomalous positions of the City in its relations with the Federal District Commission is in respect of land acquired by the F.D.C. for future developmental purposes, or for other reasons within the intentions of the National Capital Plan.

The Federal District Commission is acquiring large areas of rateable improved, and unimproved lands. Upon ownership by the Commission, these properties become exempt and non-taxable, except where tenanted and rent is received by the Commission. The burden of the consequent loss of revenue falls directly upon the remaining rateable lands of the municipality.

It appears that the Commission is acquiring lands in excess of what will actually be required for park and driveway development. Any such excess lands remain exempt during the interval between acquisition and sale, and yet it would seem inevitable that such properties will be disposed of at values above that paid originally.

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Park and Driveway developments of the Commission will of course have some beneficial effect on the values of surrounding properties but such benefits to the municipality will occur only when the intended developments have become an accomplished fact.

The following table shows the growth and extent of F.D.C. property holdings 1944 to 1955:

Assessment of Federal District Commission Properties Entered Upon the Assessment Roll as Exempt and Non-Taxable

Year	Assessment			Increase over previous year		
	Land	Building	Total	Land	Building	Total
1944 .....	\$3,561,637	\$ 83,200	\$3,644,837			
1945 .....	3,618,562	83,200	3,701,762	\$ 56,925		\$ 56,925
1946 .....	3,586,937	86,100	3,673,037	31,625*	\$ 2,900	\$ 28,725*
1947 .....	3,600,087	91,100	3,691,187	13,150	5,000	18,150
1948 .....	3,640,237	92,100	3,732,337	40,150	1,000	41,150
1949 .....	3,647,112	92,600	3,739,712	6,875	500	7,375
1950 .....	4,450,567	897,850	5,348,417	803,455	805,250	1,608,705
1951 .....	4,548,952	926,850	5,475,802	98,385	29,000	127,385
1952 .....	4,410,090	902,700	5,812,790	361,138	24,150*	336,988
1953 .....	5,537,100	959,525	6,496,625	627,010	56,825	683,835
1954 .....	7,260,035	1,036,075	8,296,110	1,722,935	76,550	1,799,485
1955 .....	7,648,560	1,132,750	8,781,310	388,525	96,675	485,200

\*Decrease

At the 1955 rate of taxation these properties would have produced almost \$2,500,000 in tax revenues to the City during this 12 year period.

Another important aspect of this problem of land acquisition is that relating to charges against benefitting properties for local improvements, such as for roads or streets, sewers and water mains.

The Commission accepts for payment local improvement charges for works abutting properties acquired, only when such works were constructed prior to purchase. Charges for new work constructed after Federal District Commission acquisition are not accepted, except where the property is rented and tenanted, and therefore taxable in the assesment roll.

This applies also to properties leased to the Commission by other government departments.



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To illustrate the effect of this situation, the annual charges for 1956 for local improvements against abutting F.D.C. properties amounts to \$5,500 and the total charges over the term of the covering debenture by-laws amounts to over \$76,000. These costs, therefore, under existing conditions have to be borne by city taxpayers at large.

## SUMMARY

## Local Improvement Charges against F.D.C. Properties

	Annual Charge		No. Annual Installments		Total Cost
Sewers .....	\$1,595.72	×	15	=	\$23,935.80
Sidewalks .....	76.05	×	10	=	760.50
Roadways—F.D.C. ....	904.79	×	10	=	9,047.90
—Leased ....	314.78	×	10	=	3,147.80
Watermains .....	2,593.29	×	15	=	38,899.35
Drains .....	24.37	×	10	=	243.70
Curb .....	14.54	×	10	=	145.40
	<u>\$5,523.54</u>				<u>\$76,180.45</u>

This policy is particularly onerous in relation to the extension of municipal services to new areas lying beyond F.D.C. land acquisitions.

Thus not only do these properties become non-taxable but there are no grants in lieu of taxes derived therefrom under the Municipal Grants Act to compensate in part, at least, for the loss of revenue, as in the case of other properties held by Federal Government departments generally. Also other government departments pay local improvement charges.

The City strongly urges immediate recognition of this situation by the Government. Properties held or administered by the F.D.C. should be considered in the same category as property held by the government departments and included in the calculation of grants in lieu of taxes under the Municipal Grants Act. Also, the F.D.C. should, as in the case of government departments, pay local improvement frontage charges on all properties in the same manner as private property owners.

It is also strongly urged that F.D.C. property acquisitions in future be limited to anticipated requirements on the basis of actual need; that a policy be determined regarding the establishment of parkways and roads, areas of land required and road widths etc., and that the city and the F.D.C. cooperate fully towards ensuring necessary joint action to achieve and implement such a policy.

In any event, the City holds the view that there are no valid reasons why full taxes and charges or their equivalent should not be paid on any property acquired until it has been developed and is serving its intended purpose or function.

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## Comments on F.D.C. Projects

In pages 92 and 93 of the F.D.C. Brief, reference is made to projects the F.D.C. will be called upon to carry out during the next 10 years towards implementing the recommendations of the National Capital Plan.

Insofar as the works or projects affecting other interests is concerned, the fact should not be lost sight of that this listing refers only to the major Capital

Plan project itself. The construction of these works alone is not the whole picture. Ancillary works, such as bridge approaches, widening existing access streets, creating new traffic arteries or outlets, provision of connecting and interceptor sewers, will be necessary to enable the major improvements listed to fulfill their intended function.

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## PART XII

### FINANCIAL PROSPECTS OF CITY 1965

As stated at the outset, this Brief is not submitted with the object of achieving a position of Federal Government subsidization of the local city government. Ottawa, through its own responsible authorities and within the framework of local autonomy, will seek and find a satisfactory solution to its problems, as it has in the past, and as other local government authorities will too.

However, it may be of interest to the Committee, in relation to the basic question at issue in the relationships between the City and the Federal Government, and the National Capital Plan, to have some general idea, in very broad terms, of the possible impact of future developmental costs on the tax and financial structure of the City.

1. *Assessment*: Taxable assessed values approximate \$1,689 per capita. While population is not the only factor affecting assessments, aside from disproportionate shifts in the relationship of commercial and industrial property to residential property, it is probably the most realistic basis for a projection of what future assessments may be for the purpose of appraising possible "mill rate" increases in current municipal taxation.

On the basis, therefore, of population forecasts of 250,000 in 1960 and 276,000 in 1965, and assuming assessed values remain at the present rate of \$1,689 per capita, taxable assessment will increase to:

#### FORECAST

##### *Taxable Assessed Values*

1960 .....	\$422,000,000
1965 .....	\$467,000,000

2. *Expenditures*: (Excluding Debt Charges) Aside from the first year of annexation when expenditures rose from a total of just over \$9,000,000 in 1949 to \$12,200,000 in 1950, the costs of providing civic services have increased since then (1950) at an average rate of \$1.4 million annually to a total of over \$18,400,000 for 1955.

If during the ensuing 10 years expenditures increase by corresponding amounts, such will have reached approximately \$26,000,000 by 1960 and \$33,000,000 by 1965.

It might be reasoned that the major impact of "annexation" has now taken place and that increased costs of administration during the next 10 years will level off more or less in keeping with an orderly growth in the development of additional areas. On the other hand, it may well be that the main factors affecting civic expenditure will rise more rapidly than the population and other civic growth.

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3. *Revenues*: However, following this same line of reasoning, *Tax levies* might be expected to rise to around \$20,000,000 by 1960 and to something on the order of \$25,000,000 in 1965.

Similarly, if federal and provincial grants and other revenues from miscellaneous sources are continued on a basis which would maintain the present relationship to revenues or expenditures, as the case may be, such might be expected to increase as follows:

	1955	1960	1965
Federal Grants .....	\$ 2,800,000	\$ 4,000,000	\$ 5,000,000
Provincial Revenues .....	1,700,000	2,600,000	3,300,000
Other Revenues .....	1,100,000	1,500,000	2,000,000
Total .....	<u>\$ 5,600,000</u>	<u>\$ 8,100,000</u>	<u>\$10,300,000</u>

4. *Debenture Debt and Debt Charges*: At December 31st, 1955, the debt of the City amounted to about \$37,100,000 divided \$12,200,000 for general purposes and \$7,300,000 for schools—a total of \$19,500,000 to be met out of taxation—and \$17,600,000 for utilities which is being met out of earnings of the enterprises concerned.

In light of the forecast of capital needs during the next ten years, the City is faced with debenture borrowings of \$97,600,000 up to and including 1960 and a further \$94,400,000 during the ensuing 5 years to 1965. Taking into account both present and additional anticipated borrowings, the outstanding debenture debt of the City in 1960 and 1965 is estimated as follows:

	Debt Outstanding—December 31		
	1955	1960	1965
	Actual	Estimated	
		(\$000's)	
General .....	\$ 12,200	\$ 72,800	\$ 114,100
Schools .....	7,300	13,600	14,300
Total to be met out of taxation .....	<u>\$ 19,500</u>	<u>\$ 86,400</u>	<u>\$ 128,400</u>
Utilities .....	17,600	34,400	43,800
Total .....	<u>\$ 37,100*</u>	<u>\$ 120,800*</u>	<u>\$ 172,200</u>

\* Unfunded debt (1955) for works in progress and other outstanding authorities to date amount to \$32,300,000. This amount, therefore, can well be considered as added to the actual municipal debt as of December 31st, 1955, which would, therefore, approximate \$69,400,000.

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As indicated in an earlier section, municipalities must provide not only for interest on capital debt but also for the progressive repayment of such debt by annual principal instalments. The annual requirements for interest and principal repayments on the present City debt to be met out of taxation (i.e. exclusive of utility debt) which amounted to about \$2,200,000 in 1955, will have reduced to \$1,800,000 for 1960 and \$1,400,000 by 1965.

However, on the basis of the forecast of new capital expenditure requirements debt charges thereon may be conservatively estimated at \$5,700,000 by 1960 and \$11,000,000 by 1965. Total requirements for debt service charges would, therefore, be:



## JOINT COMMITTEE

Debt Service Charges  
Principal and Interest

	1955	1960 (\$000's)	1965
On present debt .....	\$ 2,200	\$ 1,800	\$ 1,400
On New Capital Required (based on present maximum term of 20 year issues) .....	—	5,700	11,000
Total Estimated Debt Service Charges .....	\$ 2,200	\$ 7,500	\$ 12,400

5. *Budget Summary:* Based on the foregoing, the current budget of the City might be expected to reflect the following changes in the next 10 years:

	1955	1960 (\$000's)	1965
Current expenditures .....	\$ 18,400	\$ 26,000	\$ 33,000
Deduct:			
Federal and Provincial Grants and Revenues from other sources .....	5,600	8,100	10,300
To be raised by Taxation .....	\$ 12,800	\$ 17,900	\$ 22,700
Tax Revenues .....	15,700	20,000	25,000
Revenue available for Debt Service Charges	2,900	2,100	2,300
Debt Service Charges .....	2,200	7,500	12,400
Surplus 1955 .....	\$ 700		
Estimated deficiency 1960 and 1965 to be met by additional revenues .....		\$ 5,400	\$ 10,100

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6. *Budget Forecast vs Assessment:* Assuming the foregoing "guesstimates" are reasonably valid, what effect will these have on the "mill rate" of taxation.

Tax Levies at the levels indicated of \$20,000,000 in 1960 and \$25,000,000 for 1965 would mean a rate of approximately 47 mills on the assessment forecast for 1960 and over 53 mills for 1965.

However, if the additional amounts required to meet the projected increase in dept service requirements were also to be met out of tax levies on the basis of present revenue sources, the "mill rates" of taxation would have to be increased to 60 mills in 1960 and 75 mills in 1965.

	1960 (\$000's)	1965
Assessment .....	\$422,000	\$467,000
Projected Tax Revenues .....	20,000	25,000
Additional requirements to meet increase in debt service charges .....	5,400	10,100
Total .....	25,400	35,100
Mill rate equivalents		
Projected Tax Revenues .....	47 mills	53 mills
Total .....	60 mills	75 mills

As cautioned at the outset, this brief attempt to look into the future must be taken as very broad generalizations as to what the situation might be in the next 5 and 10 years. Various factors could materially affect the possibilities indicated, such as an accelerated increase in assessments in relation to population and other growth; a shift in the extent and magnitude of industrial development and growth; increased aid from senior governments, such as through additional revenue sources, assumption of or increased contributions towards the cost of services, etc.

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### STATISTICAL SUMMARY

	1955	Forecast	
		1960	1965
1. Population .....	223,600*	250,000	276,500
2. Assessment taxable .....	\$377,053,000†	\$422,250,000	\$467,000,000
3. Assessment per capita.....	\$1.686	\$1.689	\$1.689
4. Debenture Debt (Gross):			
To be met from Taxation.....	\$ 19,500,000	\$ 86,400,000	\$128,400,000
Utilities .....	17,600,000	34,400,000	43,800,000
Total .....	\$ 37,100,000	\$120,800,000	\$172,200,000
5. Debenture Debt per capita:			
To be met from Taxation.....	\$ 87	\$345	\$465
Utilities .....	79	138	158
Total .....	\$166	\$483	\$623
6. Debenture Debt—% of Assessment:			
To be met from Taxation.....	5.2	20.5	27.5
Utilities .....	4.7	8.1	9.4
Total .....	9.9	28.6	36.9
7. Taxation Revenue .....	\$ 15,700,000	\$ 20,000,000	\$ 25,000,000
8. Taxation per capita .....	\$70.21	\$80.00	\$90.42
9. Expenditures (excluding debt charges) .....	\$ 18,400,000	\$ 26,000,000	\$ 33,000,000
10. Expenditures per capita.....	\$82	\$104	\$119
11. Debt Service Charges.....	\$ 2,200,000	\$ 7,500,000	\$ 12,400,000
12. Debt Service Charges per capita...	\$10	\$30	\$45

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### PART XIII

#### FEDERAL MUNICIPAL GRANT

While not necessarily falling within the terms of reference of the Committee at this time, the operation of the Municipal Grants Act under which Ottawa, like other major cities in Canada, now receives certain compensation

\* Estimate based on 1951 census.

† Assessment taken in 1955 as estimated for 1956 tax levy purposes.

for services rendered to Government owned tax exempt properties, the administration of the Act and payments thereunder do have some relevance, as referred to in certain sections of the Brief, to the general matters under review.

Accordingly, it is proposed to file with the Committee a statement with reference to the Municipal Grants Act as now constituted in the form of an addendum to this Brief.

### ADDENDUM

Re: Proposed partnership undertaking for the development of an official plan covering areas of the City of Ottawa, the Townships of Gloucester and Nepean.

Under the Planning and Development legislation of Ontario, it is possible to develop within a planning area an official plan covering the entire scope of services and proposed land use within that area, and then to have this plan registered with the Ontario Department of Planning and Development, over the signature of the Minister. After this, the development and land use (as are there set in) can be protected in the interests, both, of the municipalities and their citizens, though, of course, by mutual agreement, changes can be effected in the light of changing developments. However, the important thing is, that, on such a basis there can be a solid argument for the evaluation of the properties in respect to their agreed use, and therefore, a similarly sound base for the argument of compensation on their acquisition for this or other use.

The question of the protection of a boundary zone within the Capital Area, and at the same time of protection of the interests of the City of Ottawa, in respect to its services and needs and that part of the special boundary zone within the City, but more particularly of the interests of the contiguous townships, and the landowners therein, have all seemed to make it imperative that these three municipalities principally concerned should have a co-operative approach to present generally, both to the Dominion and the Provincial authorities in relation to these various problems, and to overcoming now, many of the problems which it was thought would be overcome by annexation, but which are only proving more aggravated, because they are being faced five years after annexation, when many of them should have been explored and resolved before the confirmation of the annexation agreements.

The National Capital Plan, so called, and developed by the Dominion Authority, is planned for a National Capital. It is not a plan for the development of services and the use of land by the people living within the boundaries of the different municipalities concerned.

It is therefore proposed, that the City of Ottawa and Townships of Gloucester and Nepean, as the areas immediately and most seriously concerned, should undertake together the retention of a qualified consultant firm, to draw up an official plan, which would cover generally the following five related areas of study, on both immediate and long term proposals. Namely:

- Major roads
- Major public works (utilities)
- Parks and open spaces
- Public and quasi-public projects
- Proposals for the control of the use of land

Under each of these headings there would be a detail of proposals and a consolidated diagram. Each one of these different phases of problems would be discussed at the technical level separately with each of the municipalities concerned.



That is, the firm of consultants would discuss with the Board of Control and officials of the City of Ottawa, these various proposals and problems within the City of Ottawa.

The firm would similarly discuss directly with the officials and citizen groups of Nepean, the problems and proposals for the Township of Nepean.

Similarly, the staff of the consultant firm and its officials, would discuss with the Township of Gloucester, through its Council and any groups or others whom the Council chose to associate, the problems and developments of a plan for Gloucester.

There would thus be moving together simultaneously really, three official plans, each related in common principle, but each being discussed within its own municipality by its own municipal and citizen groups for the development of a particular plan for each municipality. Then, and even as the work progressed, there would be interchange of conference and discussion on problems that would be of mutual interest or principles on which it was desirable to obtain agreement as the work progressed.

The result aimed at, would be, one integrated official plan, which could be submitted to the Minister of Planning and Development for Ontario, for registering and approval, but this plan would be based on this build up, and would be an integrated plan having regard to the needs of each of the three participating municipalities and be reconciled by conference and discussion as above outlined.

In the event of there being inability to agree, then those units which did agree would make their application for the registration of their official plan, or each would seek the registration of a separate official plan covering the municipality concerned.

However, there is confidence that, if the work were well done and the discussions and decisions made in this way by the respective groups separately, and then by their conference, to iron out difficulties, the chances are, that an agreed official plan to cover the whole area could be evolved.

Then, from the basis of this plan and these recommendations as adopted, development could take place in respect to various services among the municipalities concerned, but primarily in the approach to the Dominion Government for a consistent policy and plan for the acquisition of land, or for the guarantee of use of land within boundary zones desired by the National Capital on a firm basis of evaluation and compensation in the light of the land use and proposed developments agreed upon within the limits of the official plan.

The proposal is, therefore, advanced at this time on the part of the Board of Control, of the City of Ottawa for exploration and discussion with the Townships respectively, of Gloucester and Nepean.

The City is prepared to have members of its Board of Control or its officials, attend with representatives of the Township of Nepean and the Township of Gloucester, or groups of their citizens, as may be desired to explore this matter further.

In the hope of its development, the City would propose that each Township have its own Committee to work with the consultants, and that the City of Ottawa, through the Board of Control, should work with them in turn and that the integrating Committee should consist possibly of three representatives of each of the Townships, and the Members of the Board of Control.

Such plan or plans, as then agreed upon, would then go through the Ottawa Planning Area Board to the Minister for his official approval.

## JOINT COMMITTEE

TABLE 1  
POPULATION OF OTTAWA

Year	Total Population <sup>1</sup>	Assessed Population
1951 .....	202,045	195,067
1952 .....	207,914	200,936
1953 .....	212,546	205,568
1954 .....	218,397	211,419
1955 .....	223,640	216,662
1960 (forecast) .....	250,000	.....
1965 (forecast) .....	276,000	.....

<sup>1</sup> Estimated on basis of 1951 Census.

TABLE 2  
AREA OF THE CITY

Year	Acreage
1949 .....	6,109
1950 .....	30,482
1951 .....	30,482
1952 .....	30,482
1953 .....	30,482
1954 .....	30,482
1955 .....	30,482

TABLE 3  
WATERMAIN MILEAGE

Date	Mileage
December 31st, 1949 .....	214·579
January 1st, 1950 .....	248·994
December 31st, 1950 .....	258·938
December 31st, 1951 .....	271·058
December 31st, 1952 .....	282·593
December 31st, 1953 .....	303·308
December 31st, 1954 .....	332·280
December 31st, 1955 .....	359·569

TABLE 3a  
MILEAGES OF ROADS, SIDEWALKS, SEWERS

	Mileage of Streets	Mileage Permanent Pavements	Mileage Concrete Sidewalks	Mileage Sewers
Dec. 31, 1949 .....	172·71	89·37	282·42	200·337
Jan. 1, 1950 (annexation) ....	346·92	125·85	.....	.....
Dec. 31, 1950 .....	352·926	129·52	284·56	203·239
Dec. 31, 1951 .....	361·106	132·55	285·61	242·408
Dec. 31, 1952 .....	366·561	135·01	288·784	250·741
Dec. 31, 1953 .....	373·371	140·03	293·373	265·910
Dec. 31, 1954 .....	385·536	143·314	293·714	286·780
Dec. 31, 1955 .....	398·597	145·85	298·182	314·791

TABLE 4  
ASSESSMENT AND MILL RATE

	Assessed Valuations on Which Taxes Levied				Mill Rate	
	General Purposes	Public Schools	Separate Schools	Collegiates	Public School Supporters	Separate School Supporters
	\$	\$	\$	\$		
1949.....	184,904,965	155,111,686	31,964,335	187,076,021	44.50	53.50
1950.....	189,259,457	157,105,994	32,905,837	190,011,831	47.50	54.50
1951.....	225,415,299	186,427,642	39,740,031	226,167,673	52.25	59.50
1952.....	237,880,510	195,979,048	42,653,836	238,632,884	53.75	62.33
1953.....	247,893,118	202,984,231	45,663,986	248,648,217	50.75	59.78
1954.....	328,014,645	266,930,266	61,883,340	328,813,606	37.25	47.36
1955 <sup>1</sup> .....	359,803,195	292,204,977	68,399,086	360,604,063	39.25	50.95
1956 <sup>1</sup> .....	377,053,000	306,000,000	71,854,000	377,854,000	38.15	50.15

<sup>1</sup> Estimated

TABLE 5  
CURRENT BUDGET REVENUES, BY SOURCE  
(Thousands of Dollars)

	1950	1951	1952	1953	1954	1955	1956 estimated
	\$	\$	\$	\$	\$	\$	\$
<b>Taxation:</b>							
Real Property—Gen. and School Pur-							
poses.....	9,288	11,157	11,968	11,864	12,002	13,758	13,733
—Local Imp. Charges...	152	230	291	335	423	487	332
Business—General and School Purposes.	1,099	1,271	1,390	1,375	1,249	1,499	1,526
Total Taxation.....	10,539	12,658	13,649	13,574	13,674	15,744	15,591
<b>Federal Government:</b>							
General Grant.....	962	1,108	1,460	1,437	1,427	2,775 <sup>(8)</sup>	2,775
Federal District Commission <sup>1</sup> .....		42	82	131	142	139	158
Payments-in-lieu of taxes <sup>2</sup> .....	100	104	105	78	66	88	82
<b>Provincial Government:</b>							
General Grants <sup>3</sup> .....	663	845	1,168	992	1,374	1,694	1,532
Payments-in-lieu of taxes <sup>4</sup> .....				5	12	12	12
<b>Municipal Utilities—</b>							
Payments-in-lieu of taxes.....		93	184	176	168	177	177
Other Revenue <sup>5</sup> .....	601	706	676	1,087	960	751	734
<b>Total Revenue.....</b>	<b>12,865</b>	<b>15,556</b>	<b>17,324</b>	<b>17,480</b>	<b>17,823</b>	<b>21,380</b>	<b>21,061</b>
Surplus from previous years.....	423	50	116	1,153	1,517	690	1,456
<b>Total Budget Revenue.....</b>	<b>13,288</b>	<b>15,606</b>	<b>17,440</b>	<b>18,633</b>	<b>19,340</b>	<b>22,070</b>	<b>22,517</b>

<sup>1</sup> Re: National Capital Plan projects.<sup>2</sup> Re: Legation properties, veteran's housing and certain government enterprises.<sup>3</sup> Includes general subsidy and per capita grants and grants in respect of various services such as health, police, fire, unemployment relief etc., as applicable in each year.<sup>4</sup> Re: Provincial Government and Ontario Hydro properties.<sup>5</sup> Revenues from miscellaneous sources—licenses, fines, fees and charges etc.—but excluding debenture debt charges recoverable which have been deducted from expenditure.<sup>6</sup> Estimated Actual \$2,794.



## JOINT COMMITTEE

TABLE 6

CURRENT BUDGET EXPENDITURE BY FUNCTION  
(Thousands of Dollars)

	1950	1951	1952	1953	1954	1955	1956 estimated
	\$	\$	\$	\$	\$	\$	\$
Education (excluding debt charges below).....	3,172	3,754	4,416	4,873	5,395	6,336	7,310
Protection of Persons and Property.....	2,445	2,810	2,969	3,125	3,286	3,453	3,815
Public Works.....	1,287	1,620	1,444	1,396	1,680	1,996	2,074
Sanitation and Waste Removal.....	905	1,168	1,176	1,323	1,353	1,479	1,664
Health.....	1,046	1,171	1,220	1,148	1,499	1,533	1,613
Social Welfare.....	581	680	711	721	797	817	878
Recreation and Community Services.....	542	600	612	652	782	835	905
Other expenditure (excluding debt charges below).....	1,370	1,460	1,629	1,836	1,715	2,015	2,163 (special)
Total (excluding debt charges).....	11,348	13,273	14,177	15,074	16,507	18,464	20,422
Debtenture Debt Charges (1)							
General.....	1,012	1,309	1,242	1,185	1,225	1,236	1,179
Schools.....	609	630	638	575	658	688	690
Library.....	16	16	17	16	14	15	14
Civic Hospital.....	253	272	213	266	246	211	212
Total met out of taxation.....	1,890	2,227	2,110	2,042	2,143	2,150	2,095
Total Expenditure.....	13,238	15,490	16,287	17,116	18,650	20,614	22,517
Surplus for year.....	50	116	1,153	1,517	690	1,456	.....
Total.....	13,288	15,606	17,440	18,633	19,340	22,070	22,517
Hydro.....	484	484	484	466	465	466	466
Transportation.....	470	511	511	511	512	535	534
Water Works.....	361	605	623	627	618	654	647
Total.....	1,315	1,600	1,618	1,604	1,595	1,655	1,647

TABLE 7

AUTHORIZED EXPENDITURES ON CAPITAL WORKS  
1945-1956

	Completed 1945-1955	Works in Progress and Other o/s Authorities to date
	\$	\$
Roads, Streets and Bridges—		
Arterial Highways.....	—	2,099,624
Bridges.....	544,755	1,143,000
Roads, Streets and Sidewalks.....	4,649,062	4,099,393
Sub-Total.....	5,193,817	7,342,017
Sewers.....	7,846,517	7,592,723
Fire and Police Protection.....	1,694,000	50,000
Health and Welfare Institutions.....	113,052	—
Hospitals.....	3,741,634	1,500,000
Housing.....	578,601	44,000
Libraries.....	133,798	250,000
Parks and Recreation.....	455,244	135,650
City Hall.....	—	2,915,000
Other General Purposes.....	268,840	14,205
Total General.....	20,025,503	19,843,595
Schools—		
Public.....	4,905,315	943,000
Collegiate and Vocational.....	2,196,983	3,312,000
Total Schools.....	7,102,298	4,255,000
Utilities—		
Hydro.....	7,000,000	2,000,000
Transportation.....	7,906,732	—
Water Works.....	8,059,036	6,218,350
Total Utilities.....	22,965,768	8,218,350
Total.....	50,093,569	32,316,945

TABLE 8

## CORPORATION OF THE CITY OF OTTAWA

Statement with reference to Capital Expenditures in connection with Part of  
the Townships of Gloucester and Nepean Annexed to the City on  
1st January, 1950 including Debenture Debt Assumed

	Gloucester	Nepean	Total
	\$	\$	\$
Roads, Streets and Sidewalks—			
*Local Improvements.....	2,288,013	1,277,726	3,565,739
Debenture Debt Assumed.....	20,026	56,132	76,158
	2,308,039	1,338,858	3,641,897
Sewers—			
*Local Improvements.....	5,345,765	3,919,851	9,265,616
Trunk, Collector Sewers, etc. ....	1,513,000	2,689,000	4,202,000
	6,858,765	6,608,851	13,467,616
Water Works—			
*Local Improvements.....	2,866,503	2,572,787	5,439,290
Feeder mains, reservoirs, water meters.....	298,000	2,828,700	3,126,700
	3,164,503	5,401,487	8,565,990
General—			
Markets—Weigh Scale.....	24,500	18,500	43,000
Fire Alarm System.....		125,000	125,000
*Local Improvement—Debenture Debt Assumed.....	623,866	697,001	1,320,867
Riverview Project (sewers, water and roads).....	123,000		123,000
	771,366	840,501	1,611,867
Total Roads, Sewers, Water and General.....	13,102,673	14,184,697	27,287,370
Public Schools.....	3,282,900	2,821,956	6,104,856
Collegiates.....	2,148,500	1,832,526	3,981,026
Total School.....	5,431,400	4,654,482	10,085,882
Grand Total (x).....	18,534,073	18,839,179	37,373,252
(x) Includes Debenture Debt Assumed.....	643,892	753,133	1,397,025

\* Local Improvements (see page 2)

	Benefitting Ratepayers	General Ratepayers	Total Cost
	\$	\$	\$
Local Improvements—			
Sidewalks.....	241,236	69,446	310,682
Pavements.....	1,482,932	1,257,175	2,740,107
Bituminous Surface Treatment.....	202,425	43,516	245,941
Access Roads.....	212,572	49,560	262,132
Concrete Curbs.....	6,150	727	6,877
Sanitary Sewers.....	5,732,669	2,062,575	7,795,244
Storm Sewers.....	390,452	1,079,919	1,470,371
Water Mains.....	3,568,519	1,870,772	5,439,291
Debenture Debt Assumed.....	1,084,076	236,791	1,320,867
	12,921,031	6,670,481	19,591,512



TABLE 9  
FORECAST OF CAPITAL EXPENDITURES<sup>(2)</sup>  
10 Years—1956 to 1965  
(Thousands of Dollars)

	Gross expenditure	Net City Shares <sup>(1)</sup>	1956-60	1961-65
	\$	\$	\$	\$
Roads, Streets and Bridges:				
Arterial Highways.....	26,500	17,600	12,800	4,800
Bridges.....	23,400	8,200	3,900	4,300
Roads, Streets and Sidewalks.....	28,400	15,600	7,700	7,900
Sub-Total.....	78,300	41,400	24,400	17,000
Sewers.....	88,600	74,500	31,400	43,100
Fire and Police Protection.....	1,400	1,400	800	600
Health and Welfare Institutions.....	6,700	2,700	1,700	1,000
Hospitals.....	7,000	2,000	1,500	500
Housing.....	40,500	4,000	2,700	1,300
Libraries.....	500	500	400	100
Parks and Recreation.....	2,500	2,400	1,100	1,300
City Hall.....	3,500	3,500	3,500	—
Other general purposes.....	1,300	1,300	700	600
Total General Purposes.....	230,300	133,700	68,200	65,500
Schools:				
Public.....	5,500	4,600	2,600	2,000
Collegiate and Vocational.....	13,000	10,900	6,900	4,000
Total Schools.....	18,400	15,500	9,500	6,000
Total to be met out of Taxation.....	248,800	149,200	77,700	71,500
Utilities:				
Hydro.....	20,000	20,000	10,000	10,600
Transportation.....	6,500	6,500	2,600	3,900
Water Works.....	23,600	16,300	7,300	9,000
Total Utilities.....	50,100	42,800	19,900	22,900
Grand Total.....	298,900	192,000	97,600	94,400

(1) After deducting property-owners share of local improvements, grants and contributions from other governments and public subscriptions such as for hospitals and welfare institutions.

(2) Compiled from Brief submitted by City of Ottawa to Royal Commission on Canada's Economic Prospects.

TABLE 10  
TAXABLE AND EXEMPT REAL PROPERTY ASSESSMENT

Year	Taxable Assessment <sup>(1)</sup>			Total Exempt property	
	Land	Buildings	Total	Buildings	Total
	\$	\$	\$	\$	\$
1949.....	58,443,700	109,234,274	167,677,974	82,569,809	116,177,469
1950.....	65,070,421	136,832,020	201,902,441 <sup>2</sup>	100,579,699	140,713,021
1951.....	65,596,431	147,428,981	213,025,412	105,549,074	145,359,175
1952.....	67,058,287	155,002,943	222,061,230	110,559,449	151,630,624
1953.....	78,882,688	216,388,842	295,271,530 <sup>3</sup>	132,107,549	180,945,735
1954.....	86,813,478	235,007,497	321,820,975	130,753,924	182,334,724
1955.....	88,215,277	250,098,727	338,314,004	140,786,679	188,110,174

(1) Assessment made in year stated used as basis for taxes levied in succeeding years.

(2) Most of increase due to annexation.

(3) Most of increase due to equalization programme.

## JOINT COMMITTEE

TABLE 11

## DISTRIBUTION OF EXEMPT REAL PROPERTY AT ASSESSED VALUE

Year	Federal District Commission			Federal Government		
	Land	Buildings	Total	Land	Buildings	Total
	\$	\$	\$	\$	\$	\$
1949.....	3,647,112	92,600	3,739,712	19,566,630	47,044,900	66,611,530
1950.....	4,450,567	897,850	5,348,417	22,851,305	57,307,275	80,158,580
1951.....	4,548,952	926,850	5,475,802	23,052,429	61,041,700	84,094,129
1952.....	4,910,090	902,700	5,812,790	23,183,504	64,042,850	87,226,354
1953.....	5,537,100	959,525	6,496,625	27,238,615	77,313,695	104,552,310
1954.....	7,260,035	1,036,075	*8,296,110	28,392,680	77,058,170	105,450,850
1955.....	7,648,560	1,132,750	*8,781,310	23,578,725	82,305,225	105,883,950

\* Lands owned by the Federal District Commission which are occupied by tenants upon which they pay taxes, not included.

TABLE 12

## DEBENTURE DEBT

	1950	1951	1952	1953	1954	1955
	\$	\$	\$	\$	\$	\$
Taxation Debt:						
General.....	2,401,222	4,149,103	4,069,659	5,224,650	5,440,735	5,685,748
Civic Hospital.....	996,537	1,237,000	1,251,000	1,826,000	2,416,000	2,286,000
Local improvements.....	1,892,757	1,947,797	2,873,975	3,191,633	3,762,007	4,238,779
Total.....	5,290,516	7,333,900	8,194,634	10,242,283	11,618,742	12,210,527
Schools:						
Public.....	2,816,737	3,279,217	3,305,200	3,489,600	5,162,500	5,304,600
Collegiates.....	2,334,584	2,650,757	2,464,100	2,335,900	2,173,200	2,004,700
Total Schools.....	5,151,322	5,929,975	5,769,300	5,825,500	7,335,700	7,309,300
Total Debt to be retired from Taxation.....	10,441,838	13,263,875	13,963,934	16,067,783	18,954,442	19,519,827
Public Utilities:						
Water Works.....	2,998,094	5,794,521	6,288,595	6,408,222	6,648,918	6,866,799
Hydro Electric.....	6,769,570	6,479,261	6,181,000	5,894,000	5,600,000	5,298,000
Transportation System.....	6,169,000	6,384,945	6,102,264	5,811,834	5,310,905	5,410,931
Total Public Utilities.....	15,936,664	18,658,727	18,571,859	18,114,056	17,559,823	17,575,730
Total Gross Debt.....	26,378,502	31,922,602	32,535,793	34,181,839	36,514,265	37,095,557
Less Reserve for Retirement of Sinking Debentures.....	1,850,349	987,208	1,042,962	1,060,960	1,130,912	1,203,311
Total Actuarial Net Debt.....	24,528,153	30,935,394	31,492,831	33,120,879	35,383,353	35,892,246

TABLE 13

ANNUAL DEBT CHARGES ON ESTIMATED CAPITAL DEBT TO BE INCURRED 1956 TO 1965, ASSUMING VARIOUS TERMS OF ISSUE FROM 10 TO 30 YEARS

(\$000's)

Purpose	Debt to be Incurred	Annual Debt Charges (Equal Annual Payment at 4% interest for terms of)				
		10 years	15 years	20 years	25 years	30 years
	\$	\$	\$	\$	\$	\$
General.....	68,200	8,408	6,134	5,018	4,366	3,944
	65,500	8,076	5,891	4,820	4,193	3,788
Schools.....	9,500	1,171	854	699	608	549
	6,000	740	540	441	384	347
Total Tax.....	77,700	9,579	6,988	5,717	4,974	4,493
	71,500	8,816	6,431	5,261	4,577	4,135
Utilities.....	19,900	2,453	1,790	1,464	1,274	1,151
	22,900	2,823	2,060	1,685	1,466	1,324

FORECAST OF DEBT CHARGES  
(to be met out of taxation)

	1956	1960	1965
Present Debt.....	\$2,100	\$1,800	\$1,400
New Debt to be incurred.....	.....	5,700	11,000





BRIEF SUBMITTED  
By the  
CITY OF OTTAWA  
To  
THE JOINT COMMITTEE  
OF THE SENATE  
and The  
HOUSE OF COMMONS  
RE:  
THE NATIONAL CAPITAL OF CANADA  
STATEMENT WITH REFERENCE  
To  
FEDERAL MUNICIPAL GRANTS

## FEDERAL MUNICIPAL GRANTS HISTORICAL SUMMARY

Up to 1909 the City of Ottawa did not receive any grants from the Federal Government in respect of its government-owned property holdings.

Payment of a grant was first instituted in 1910, when \$30,000 was received for that year. In 1911 it dropped to \$15,000 and remained at that amount annually up to and including 1918.

For succeeding years it was increased to \$37,500; to \$112,500; down to \$75,000; to \$87,500 until 1926 when it was set at \$100,000 and remained at that amount until 1943.

Thus, in the first 33 years a grant was paid, such aggregated only \$2,525,000 or at an average rate of approximately \$74,300 annually.

In 1944 it was increased to \$200,000; 1945 to \$300,000; and in 1949 to \$400,000—a total of \$1,800,000 for those six years or an average of \$300,000.

The following year saw the introduction of the Municipal Grants Act formula and grants since then have totalled approximately \$9,200,000 or an average of \$1,533,000 for the six years.

In all this time, therefore, the people of Canada, through the Federal Government, have contributed just over \$13,500,000 towards the maintenance of current services provided by the City of Ottawa.

### FEDERAL GRANTS TO CITY OF OTTAWA SUMMARY

Years	\$
1859-1909.....	Nil
1910-1943.....	2,525,000
1944-1949.....	1,800,000
1950-1955.....	9,190,626
Total .....	<u>13,515,626</u>

While there is but small consolation in retrospect comparisons if grants in respect of government property had been paid in the years 1910 to date on a basis which would have produced results comparable to the relationship between present assessment and grant, the City would have had over \$43,700,000 more for the maintenance and development of The National Capital City.

### THE MUNICIPAL GRANTS ACT

As indicated elsewhere in this Brief, following introduction of The Municipal Grants Regulations in 1950 and Act 1951, the annual federal grants-in-lieu of taxes have gradually assumed more realistic proportions.

(Page 2)

In the 6 years of its operation, City of Ottawa "net" grants have increased from \$962,000 in 1950 to 2,795,000 for 1955.

However, these payments are arrived at after making substantial allowances both in the assessment base on which the grant is first calculated as well as for "service deductions".



*Assessment Base:*

The total assessed valuations of federal government exempt property as compared with the "accepted" valuations for grant purposes is as follows:

Year	Total Assessed Valuation	Accepted Values for Grant Purposes
1950.....	\$ 80,159,000	\$45,904,000
1951.....	84,094,000	58,242,000
1952.....	87,226,000	62,408,000
1953.....	104,552,000	66,597,000
1954.....	105,572,000	88,779,000
1955.....	105,884,000	86,405,000

The differences between these figures are accounted for by several factors.

First is the deduction of valuations of properties which, under the Act, are not included for grant calculation purposes; such as for parks, historical sites, museums, libraries, art galleries and in 1955 added to this list, what is known as "Parliament Hill".

Second is the deduction from City valuations, assessable under legislative authority, of improvements to land which are "not buildings designed for the shelter of people". These include mainly such physical assets as refrigeration and other equipment, pumps and tanks and water towers.

Third is the basic difference in the property valuation as set by the City assessment authorities and the valuation placed on such properties for grant purposes, as set by the federal authorities.

*(Page 3)*

The effect of these allowances for 1955 is as follows:

Total Assessment of Federal Property .....	\$105,884,000
Less adjustment to allow for unfinished buildings .....	637,000
Basic City Valuations .....	\$105,247,000
Properties—Parks, etc.—not eligible for grant purposes ....	18,600,000 <sup>1</sup>
Properties eligible for grant purposes .....	\$ 86,647,000
Valuation of Improvements to land not allowed .....	156,000
City Valuations of properties eligible for grant purposes ....	\$ 86,491,000
Reduction in City Valuations to arrive at "accepted" values .	87,000
Accepted Value of Federal Property for Grant Purposes ....	\$ 86,404,000

<sup>1</sup> Includes "Parliament Hill" \$16,500 in respect of which a special *Supplementary Grant* is allowed as referred to on Page 8.

As a result of close co-operation and a better mutual understanding between the respective authorities concerned, much progress has been made towards narrowing the area of differences between the federal and city valuations of properties for general grant purposes. Nevertheless, there is still some \$18,000,000 of property assessments on which no grant is being made and to this extent alone the citizens of Ottawa are being called upon to service these facilities for the benefit of the country as a whole.

Also, the reasoning of the government in excluding improvements to land other than those "designed for the shelter of persons", is not clear. The City reiterates at this time the view that the federal government should recognize its position in this regard on the same bases as a private taxpayer.

*(Page 4)*

A fourth deduction is then made from the "accepted" valuations thus arrived at to remove the 2% base allowance for "undue concentration" of

federal tax exempt properties. This, however, is not just 2% of the federally-accepted valuations but 2% of the sum of such valuations and of the total taxable real property assessment of the municipality. For Ottawa this meant, in 1955, a further deduction of \$18,198,000.

Accepted Value of Property .....	\$ 86,405,000
Less 2% deduction .....	8,198,000
Net Valuation on which grant based .....	<u>\$ 78,207,000</u>

This 2% base deduction of federal assessment eligible for grant purposes commenced only in 1955. Prior to this—1950 to 1954—a 4% base deduction was made and in addition only 75% of the balance was allowed for grant calculation purposes.

### Gross vs Net Grants

As a result of these progressive improvements in the basic provisions and administration of the Act and Regulations, the gross amount of the grants to the City of Ottawa have increased from about \$1,075,000 for 1950 to \$3,254,000 (1) for 1955, before allowing for service deductions, which represents an increase of about 205% over the period.

(1) Exclusive of the supplementary grant for "Parliament Hill"

Service deductions on the other hand, which amounted to \$112,500 in 1950, have been increased to \$519,300 in 1955, an increase of almost 362%.

### Comparison Gross and Net Grants (\$00's)

	Gross Grant	Service Deductions	Net Grant	% of Net to Gross Grant
1950 .....	\$ 1,075	\$ 113	\$ 962	\$ 89.49
1951 .....	1,495	319	1,176	78.66
1952 .....	1,653	361	1,392	84.21
1953 .....	1,671	233	1,438	86.06
1954 .....	1,665	238	1,427	86.71
1955 .....	3,254	519	2,735	84.05
	*60	—	60	
	<u>3,314</u>		<u>2,795</u>	<u>84.34</u>
	<u>\$ 10,873</u>	<u>\$ 1,783</u>	<u>\$ 9,190</u>	<u>\$ 84.52</u>

\* Supplementary Grant re: Parliament Hill.

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It should, of course, be recorded here that part of the substantial increase in service deductions can be attributed to the basic changes in the grant formula in arriving at the assessment base on which the gross grants are calculated. However, what may possibly account for the major part of the increase is the progressive introduction of changing concepts in establishing the amounts to be deducted.

In the latter respect, for instance, the deduction for "Parks" which was reduced following discussion and negotiation from \$75,000 for 1952 to \$64,000 for 1954, was increased almost threefold to \$187,900 for 1955.

Similarly, whereas the deduction for "Arterial Roads" was \$21,300 in 1954, in 1955 it was increased to \$73,700 by the introduction of entirely new elements and considerations into the evaluation of the service.

Thus the City of Ottawa, through its citizen taxpayers, is being required to contribute indirectly in this way and in rather substantial amount, to the maintenance and cost of federal amenities located in the National Capital which enure to the benefit and use of the people of the country as a whole.

### *Service Deductions*

The Act stipulates only two basic types of "service deductions" that may be made from the total grant otherwise payable, e.g.

- (a) for services provided by the municipality that the government does not accept in respect of the property eligible for grant purposes;
- (b) for services that the government itself provides to taxable property in the municipality.

As will be seen, these are very broad provisions and such are determined, as well as the amount of the deductions, with the exercise of ministerial discretionary powers. At the present time the deductions for services deemed to come within the meaning of the Act are being made in respect to Police and Fire Protection, Fire Prevention Bureau, Sewage, Street Lighting and Primary Schooling under category (a) above and for Parks, Arterial Roads and Policing by R.C.M.P. under category (b) above.

It is not considered pertinent to this review to discuss in detail the basis of arriving at and the detailed calculations entering into the present deductions on these accounts. Time alone would preclude such being done. However, it is desired to record some general observations as to principles involved, aside from the basis on which service deductions are calculated in each case.

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### *Parks*

A deduction is made on this account on the grounds that since rather large areas of federal lands are available and may be used as public parks this represents a saving to City of Ottawa taxpayers.

It is reasoned that since specifically identifiable expenditures by Ottawa for parks purposes (as defined) are not of the same relative magnitude as are those of certain other selected cities, the difference represents the saving on account of such services that are provided by the federal government to the benefit of all taxable property in the community.

The amount of the deduction on this account for 1955 was \$187,900 which Ottawa taxpayers have thus contributed towards the provision and maintenance of the "national" parks in this City.

The areas identified as "parks" which are excluded from the valuations of federal property for grant purposes in the first instance, comprise areas in Rockcliffe Airport, Green Island, and the Experimental Farm with a total assessed land valuation of about \$708,000. At the present rate of service deduction the City, in effect, will have paid the federal government in 4 years more than the present assessed value of all of these lands. Also, of course, are the park areas included in the F.D.C. parkway system.

The City is aware and truly appreciative of the aesthetic value and beautification of the federal parkway system and there is no doubt but that its citizens derive much pleasure and enjoyment from its use, as also do all Canadians and tourists who visit the National Capital, but the questions that might well be raised in this connection are whether such parkways would be of lesser size or grandeur even if Ottawa were spending as much or more on



so-called parks as do certain other municipalities and also, why should its citizens pay the federal government for such amenities of life just because they aren't spending as much as their sister municipalities for such purposes.

Aside from this basic question of principle, it is also recorded at this time that Ottawa is following a programme for development of combined parks and recreational areas and thus many of the amenities of strictly "park" facilities, as may be provided by other municipalities, are included therein and not specifically identifiable as such. Thus Ottawa's expenditures as computed on this account for comparison purposes in calculating the grant deductions, are reflected at an unreasonably low amount.

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*Arterial Roads:* Deductions on this account for 1955 amounted to about \$74,000, for the "estimated saving to the City from the provision of arterial roads by the Federal District Commission", which under the Act is deemed to be a benefit to all taxable property in the municipality.

Two basic questions of principle are involved in this deduction. First, in determining the properties that are eligible for inclusion in the grant calculation in the first instance on the grounds that such accept a service that is customarily furnished by the municipality to all real property, the word "service" excludes the "provision and maintenance of public roads". (R.S.C. 1952, c. 182, sec 3 (2) )

On the other hand, this definition of "service" is deemed not to apply in determining the "value of a service...that is furnished...by Her Majesty". (R.S.C. 1952, c. 182, sec. 5 (4) (b) )

The second point is that not only does the deduction on this account include maintenance and snow removal but also an amount to recover both principal and interest on the calculated capital cost of such F.D.C. roads had they been provided by the City of Ottawa.

Aside from the question of equity involved in the first point, which appears to be somewhat inconsistent, although with recognized reason, to ask the present day taxpayers of Ottawa to pay for the capital cost of roads seems hardly justified.

There are many services to federal properties both rendered in the past when Ottawa received relatively little in the way of compensative grant and still being provided today, by facilities in respect of which the debt has long since been discharged, but for which the City is not now claiming some reimbursement on the basis of calculated benefits and costs.

A deduction of about \$41,000 is also made for traffic patrol of the F.D.C. driveways, on the same grounds that such represent a saving to the City on this account.

*Primary Schooling:* A deduction on this account is made to compensate for the primary schooling facilities maintained and operated by the Department of National Defence at Rockcliffe and Uplands air stations. This is recognized by the City as an appropriate item for service deduction, but it is felt that the basis of arriving at the evaluation of the amount to be deducted is manifestly unfair.

The amount deducted for 1955 was about \$129,000 as compared with about \$40,400 for the previous year. The increase in this instance is due mainly to the basic change in the general grant formula e.g. lowering of the assessment base from 4% to 2% and removing the 75% factor applied on the excess valuation thereby established.

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However, the position is taken by the federal authorities that the property that does not receive this service from the City, which is the premise for making the deduction, is the whole of the properties situated within the environs of the Rockliffe and Uplands Airport areas. Thus the deduction is made not only in respect to the residential properties on account of which the schooling is provided, but also in respect of all other properties—hangars, sheds, offices and the airports proper—included in these arbitrarily determined areas which also are presumed to benefit from the school facilities provided by the federal authority.

The City holds the view that the government property not receiving the school services provided by the City is in fact only the residential properties included in these areas where federally operated schools are maintained.

#### *Other Deductions*

The deductions, covering Police Protection, Fire Protection and Fire Prevention Bureau, are predicated on the principle that the federal government does not accept these services from the City. The total deductions in this regard amount to \$79,600 for 1955 covering an allocation of the cost of maintaining the R.C.M.P. Ottawa Town Station: Provost Corps in defense establishments and special R.C.M.P. protection to government buildings, special fire protection at Rockliffe and Uplands Airport and National Research, Montreal Road; and the Federal Fire Prevention Bureau in respect of all federal property.

The City submits that the federal government is in no different position than a private taxpayer in this regard. Large industries, for instance, usually maintain special protective services of one kind or another but no allowance or rebate of municipal taxes is made on this account. Municipal services are available to all property in the community and the fact that some ratepayers either desire, or require by virtue of the special nature of their own interests, additional or special types of services, does not relieve them from responsibility as a local taxpayer.

#### *Parliament Hill*

As indicated in the foregoing, a special supplementary grant is paid in respect of federal property known as Parliament Hill, defined in the Act as including the Houses of Parliament, Peace Tower and the Parliamentary Library and the lands generally lying between the East and West block buildings and extending from Wellington Street to the Ottawa River.

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Formerly, these properties were included in the general grant calculation but under the 1955 amendments to the Act, such are now excluded therefrom and a special grant is allowed amounting to \$60,000 for that year.

It is not possible to appraise the effect of this change on the net grant to the City without making numerous detailed and complicated calculations as such affects not only the basis on which the gross grant is calculated but also the basis on which most of the so-called "service" deductions are arrived at.

The main reason for the change in policy in this regard, it is understood, was to remove this property from the area of discussion as to what was regarded as a reasonable accepted valuation for grant purposes, having regard to the ornamental, decorative or nonfunctional features of the buildings.

The supplementary grant is now predicated primarily on what an office building accommodating somewhat the same number of persons as the average

number of persons occupying the Parliament Building, would pay in real property taxes, with a special allowance for fire protection.

It will be observed that no allowance is made for the element of "business" in this calculation. In fact, the business tax factor, which is an inherent part of the City's tax structure, is not recognized by the federal authorities in any aspect of the general grant administration.

The City feels, however, that for a property of its size and value, location, etc., and making full allowance for its ornamental features, the payment-in-lieu of taxes is entirely inadequate.

#### *Conclusion re: General Grant:*

It will be readily realized from the foregoing observations that the issues involved in the present system of federal financial grants are both complex and controversial, at least as such applies to Ottawa. Also, in the administration of the Act, the detailed mathematical considerations and calculations are too numerous and complicated to mention.

Surely the interest of all concerned would be better served by establishing a basis for a grant, which, while fair to both parties, would be clear-cut and simple to understand and administer. As the City has proposed before and repeats again, this could be achieved simply by applying the average tax rate based on the aggregate of both federal exempt and taxable assessed values, against the federal assessments and disregarding other complications such as the elimination of business tax, introduction of so-called service deductions and special formula for the supplementary grant.

#### *(Page 10)*

To illustrate, the effect of this proposal, using the city assessed values made in the year 1954 which served as the basis on which 1955 taxes were levied, would be as follows:

Taxable Assessment (Gross) .....	\$360,604,000
Federal Exempt Assessment .....	105,451,000
	<hr/>
Total .....	\$466,055,000
	<hr/>
Taxes Levied (1955) .....	15,744,000
	<hr/>
Average tax rate .....	33.78 mills
	<hr/>
Federal Grant:	
105,451 x 33.78 = .....	\$ 3,562,135
	<hr/>
1955 Grant under present system (net) .....	\$ 2,794,346
	<hr/>
Increase .....	\$ 767,789
	<hr/>

Aside from other considerations such as the savings in time of officials and staffs, elimination of controversial issues and simplification of administration, the psychological benefit to governments on both sides in recognizing what impractical effect would be payment of full taxes, would, in the opinion of the City, more than compensate for the slightly increased grant payments.

#### *Crown Companies and Other Federal Agencies*

No reference has been made in the foregoing to the position of Crown Companies in relation to the present Municipal Grants Act. Under the Act,



the property of the "National Railways—or a corporation, company, commission, board or agency established to perform a function or duty on behalf of the Government of Canada" is excluded. Thus no grant in-lieu-of taxes is paid by the government itself in respect of such properties.

This section was included, apparently on the grounds that some such agencies were then paying the equivalent of local municipal taxes, the same as private enterprise, and that others would negotiate similar arrangements with the municipalities concerned.

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However, this has not worked out in practice. It appears that there is no stated policy of the government in this regard and some Crown agencies have consistently refused to entertain any such proposals for payments in respect of municipal taxes.

The City strongly urges the government to take immediate action on this matter by direct reference to all agencies excluded from the general operation of the Municipal Grants Act, to the end that agreements covering tax payments on a basis comparable to private enterprise, may be negotiated without further delay.

#### *Federal District Commission*

This federal agency occupies a special position in relation to the general question of tax grants on federal property. The implications of its property acquisitions for parks and driveways on municipal tax resources and on the question of liability for local improvement charges, were dealt with in Part XI, pages 54-56 of the main submissions to the Committee.

As stated in that connection, the City holds the view that the F.D.C. should not be put in a preferred position in respect of its property holdings, as compared with any other administrative arm of the government. Although special consideration may have to be given to the basis for dealing with lands held for parks or driveway purposes, there does not appear to be any valid reason why its properties used for administrative or operational purposes should not be subject to inclusion in the general grant calculation.

When the City is being charged against its general grant for services the F.D.C. provides, it seems hardly consistent to disallow its properties for inclusion in the gross grant and to permit it to escape from responsibility for local improvement charges such as are paid by other government departments.

TABLE 1  
ASSESSMENTS OF DOMINION GOVERNMENT PROPERTIES  
ENTERED ON THE ROLL EXEMPT

Year	Land	Building	Total
1955.....	\$23,578,725	\$82,305,225	\$105,883,950
1954.....	28,453,030	77,118,595	105,571,625
1953.....	27,238,615	77,313,695	104,552,310
1952.....	23,183,504	64,042,850	87,226,354
1951.....	23,052,429	61,041,700	84,094,129
1950.....	22,851,305	57,307,275	80,158,580
1949.....	19,566,630	47,044,900	66,611,530
1948.....	19,469,155	47,018,125	66,487,280
1947.....	19,547,205	46,989,000	66,536,205
1946.....	19,535,580	47,165,225	66,700,805
1945.....	19,602,255	47,213,975	66,816,230
1944.....	19,590,405	47,083,825	66,674,230

ACCEPTED ASSESSMENT VALUES FOR MUNICIPAL GRANTS

Year	Land	Building	Total
1955.....	\$17,704,500	\$68,700,100	\$86,404,600
1954.....	18,879,650	69,899,200	88,778,850
1953.....	14,923,753	51,673,147	66,596,900
1952.....	14,715,798	47,692,172	62,407,970
1951.....	14,450,794	43,790,970	58,241,764
1950.....	9,302,110	36,602,105	45,904,215

## JOINT COMMITTEE

TABLE 2  
CITY OF OTTAWA

COMPARATIVE STATEMENT OF FEDERAL GRANTS—IN-LIEU OF TAXES FOR THE YEARS 1950-1955 INCLUSIVE

	1950	1951	1952	1953	1954	1955
	\$	\$	\$	\$	\$	\$
Gross Grant.....	1,074,892	1,495,373	1,653,371	1,670,580	1,665,064	3,253,631
<i>Less: Service Deductions</i>						
Parks.....	—	71,822	75,087	68,578	64,042	187,900
Arterial Roads.....	—	39,204	25,029	22,859	21,347	* 73,700
Police Protection:						
R.C.M.P. Traffic Branch.....	—	—	—	—	—	40,927
R.C.M.P. Ottawa Town Station....	—	—	—	—	—	24,545
Provost Corps and Special R.C.M.P. protection for East Block, Mint, etc.....	—	—	—	—	—	33,269
		108,298	85,930	88,569	94,367	98,741
Fire Protection.....	—	10,249	9,480	9,110	10,144	17,116
Fire Prevention Bureau.....	—	—	3,062	3,417	3,118	4,685
Sewage.....	—	3,050	3,166	2,938	4,436	8,363
Garbage Collection.....	—	81,298	40,038	—	—	—
Street Lighting.....	—	5,349	7,790	—	—	—
Primary Schooling.....	—	—	11,473	37,177	40,373	128,780
Total Service Deductions.....	112,500	318,970	261,055	232,648	237,827	519,285
Net Grant.....	962,392	1,176,403	1,392,316	1,437,932	1,427,237	2,734,346
<i>Supplementary Grant on Portion of Parlia- ment Hill Excluded from Grant by Section 2 (c) (vi) of Municipal Grants Act.....</i>	—	—	—	—	—	60,000
Total Grant.....	962,392	1,176,403	1,392,316	1,437,932	1,427,237	2,794,346

\* Details of this amount are shown on Table 2-1.

TABLE 2-1  
CITY OF OTTAWA

DERIVATION OF SERVICE DEDUCTION—ARTERIAL ROADS FOR THE YEAR 1955

1. Amortization of Cost:			
Estimated replacement cost F.D.C. roads.....	\$	2,817,500	
Less: Depreciation @ 20%.....		563,500	
		2,254,000	
Less: Allowance re Provincial Grants ( $\frac{1}{3}$ of cost).....		751,333	
Net cost to be borne by City of Ottawa.....		1,502,667	
Annual sum required to amortize net cost above over 50 years @ $3\frac{1}{2}\%$ .....	\$	64,065	
2. Maintenance:			
Estimating annual cost of maintaining roads in present condition.....		100,000	
Less: Allowance re Provincial Grants ( $\frac{1}{3}$ of cost).....		33,333	
			66,667
3. Snow Removal:			
Estimated annual cost to F.D.C. ....		25,000	
Less: Allowance re Provincial Grants ( $\frac{1}{3}$ of cost).....		8,333	
			16,667
Total Saving to City.....			147,399
Less: 50% allowance for following reasons:			
(a) roads serve tourists as well as citizens of Ottawa.			
(b) comparable facilities could have been provided by City at smaller cost as Drive- ways designed as scenic routes.....			73,699
Service Deduction For Arterial Roads—1955.....			73,700

TABLE 3

## CITY OF OTTAWA

TAXABLE AND EXEMPT REAL PROPERTY ASSESSMENT AND FEDERAL GOVERNMENT GRANTS 1894-1956

Year	Taxable Assessment <sup>1</sup>			Total all Exempt Property		Federal Government Grants
	Land	Buildings	Total	Buildings	Total	
	\$	\$	\$	\$	\$	
1894.....	7,262,925	10,871,345	18,134,270	13,231,825	15,340,250	
1895.....	8,111,745	11,375,425	19,487,170			
1896.....	8,241,290	11,925,595	20,166,885			
1897.....	8,655,385	12,519,165	21,174,550	13,541,575	14,931,250	
1898.....	8,726,810	13,169,390	21,896,200			
1899.....	8,940,470	13,790,080	22,730,550	13,825,075	15,273,725	
1900.....	9,210,565	13,709,140	22,919,705	13,974,000	15,469,625	
1901.....	9,852,000	14,886,690	24,738,690	14,007,350	15,587,150	
1902.....	10,615,935	16,047,060	26,662,995	14,423,450	16,147,875	
1903.....	12,767,250	16,728,125	29,495,375	14,477,750	16,450,675	
1904.....	12,824,215	17,471,625	30,295,840	14,781,300	16,795,225	
1905.....	13,589,650	18,696,625	32,286,275	15,221,375	17,445,450	
1906.....	15,287,200	20,092,250	35,379,450	15,719,925	18,030,300	
1907.....	15,484,650	21,368,000	36,852,650	16,016,475	18,467,375	
1908.....	18,522,315	23,882,320	42,409,635	16,765,975	19,726,955	
1909.....	20,037,695	26,422,835	46,460,530	17,655,375	20,709,400	
1910.....	25,867,931	29,082,855	54,950,786	18,992,850	23,242,721	30,000
1911.....	34,248,995	32,096,037	66,345,032	20,584,425	26,365,046	15,000
1912.....	48,448,256	34,796,845	83,245,101	21,885,250	23,716,250	15,000
1913.....	50,752,413	36,671,700	87,424,113	22,133,250	30,331,325	15,000
1914.....	51,988,826	39,419,750	91,408,576	23,106,100	32,236,150	15,000
1915.....	55,857,984	41,607,233	97,465,233	24,842,520	37,199,320	15,000
1916.....	54,234,406	42,219,375	96,453,781	21,878,325	33,698,950	15,000
1917.....	53,877,161	43,407,252	97,284,413	24,956,070	36,838,370	15,000
1918.....	54,023,087	44,770,586	98,793,673	26,682,370	39,226,586	15,000
1919.....	54,454,669	46,040,691	100,495,360	29,215,770	41,871,211	37,500
1920.....	55,977,051	51,883,583	107,860,634	35,728,470	49,169,904	112,500
1921.....	55,640,299	54,025,652	109,665,951	38,537,470	52,422,844	112,500
1922.....	55,662,260	56,658,972	112,321,232	40,510,490	54,610,089	75,000
1923.....	55,887,033	59,928,682	115,815,715	42,988,020	57,059,253	75,000
1924.....	55,455,964	61,690,087	117,146,051	43,166,538	57,093,636	75,000
1925.....	55,129,425	63,242,657	118,372,082	44,610,113	58,572,081	87,500
1926.....	55,023,626	65,594,941	120,618,567	45,612,038	58,719,564	100,000
1927.....	55,068,382	68,279,507	123,347,889	46,705,138	61,030,289	100,000
1928.....	55,654,593	70,010,173	125,664,766	46,772,747	63,170,754	100,000
1929.....	57,555,663	71,869,264	129,424,927	48,418,322	65,953,764	100,000
1930.....	58,700,176	74,823,351	133,523,527	52,987,697	72,233,734	100,000
1931.....	58,670,289	76,889,599	135,559,888	55,390,337	74,792,379	100,000
1932.....	58,574,384	77,582,769	136,157,153	57,409,209	76,873,621	100,000
1933.....	58,313,409	77,701,183	136,014,592	57,951,122	77,614,284	100,000
1934.....	57,992,649	78,237,833	136,230,482	58,266,472	77,930,691	100,000
1935.....	57,212,549	79,162,752	136,375,301	58,820,622	78,744,760	100,000
1936.....	57,761,012	80,510,418	138,271,430	61,281,122	81,446,087	100,000
1937.....	58,057,012	80,919,087	138,976,099	61,187,734	80,353,304	100,000
1938.....	57,718,407	83,031,921	140,750,328	62,458,234	82,461,784	100,000
1939.....	55,429,369	83,735,996	139,165,365	61,368,509	83,244,411	100,000
1940.....	54,887,832	85,074,372	139,962,204	64,626,034	86,034,306	100,000
1941.....	59,966,552	86,645,146	141,611,698	67,132,850	93,359,417	100,000
1942.....	55,269,308	91,189,060	141,458,368	68,538,100	100,517,387	100,000
1943.....	55,765,701	92,017,343	147,783,044	72,848,825	104,715,427	100,000
1944.....	55,906,075	93,461,041	149,367,116	74,032,975	105,843,194	200,000
1945.....	55,874,003	94,230,069	150,104,072	75,130,325	107,295,945	300,000
1946.....	57,791,767	96,132,787	153,924,554	75,733,400	107,922,533	300,000
1947.....	58,222,665	100,477,245	158,699,910	76,683,650	109,081,678	300,000
1948.....	58,346,577	106,004,447	164,351,024	77,886,300	110,499,822	300,000
1949.....	58,443,700	109,234,274	167,677,974	82,569,809	116,177,469	400,000
1950.....	65,070,421	136,832,020	<sup>2</sup> 201,902,441	100,579,699	140,713,021	962,392
1951.....	65,596,431	147,428,981	213,025,412	105,549,074	145,359,175	1,176,403
1952.....	67,058,287	155,002,943	222,061,230	110,559,449	151,630,624	1,392,316
1953.....	78,882,688	216,388,842	<sup>3</sup> 295,271,530	132,107,549	180,945,735	1,437,932
1954.....	86,813,478	235,007,497	321,820,975	130,753,924	182,334,724	1,427,237
1955.....	88,215,277	250,098,727	338,314,004	140,786,679	188,110,174	1,794,346

<sup>1</sup> Assessment made in year stated used as basis for taxes levied in succeeding years.<sup>2</sup> Most of increase due to annexation.<sup>3</sup> Most of increase due to equalization programme.



## JOINT COMMITTEE

TABLE 3a

## CITY OF OTTAWA

## DISTRIBUTION OF EXEMPT ASSESSMENT

Year	Exempt Assessment			Federal Government		
	Federal District Commission			Federal Government		
	Land	Buildings	Total	Land	Buildings	Total
	\$	\$	\$	\$	\$	\$
1894.....	—	—	—	778,825	9,041,800	9,820,625
1895.....	—	—	—	—	—	—
1896.....	—	—	—	—	—	—
1897.....	—	—	—	751,950	9,121,950	9,873,900
1898.....	—	—	—	—	—	—
1899.....	—	—	—	753,675	9,120,450	9,874,125
1900.....	1,100	—	1,100	782,925	9,177,900	9,960,825
1901.....	1,500	—	1,550	844,500	9,288,800	10,133,300
1902.....	6,300	—	6,300	893,225	9,312,150	10,205,375
1903.....	6,600	—	6,600	966,375	9,330,950	10,297,325
1904.....	6,850	—	6,850	1,042,975	9,933,750	10,976,725
1905.....	78,400	—	78,400	1,095,850	9,873,300	10,969,150
1906.....	95,350	—	95,350	1,064,150	10,189,800	11,253,950
1907.....	97,650	2,000	99,650	1,091,600	10,390,900	11,482,500
1908.....	170,175	2,000	172,175	1,334,450	10,840,650	12,175,100
1909.....	208,350	2,000	210,350	1,272,700	11,168,150	12,440,850
1910.....	368,200	2,000	370,200	1,729,025	11,765,100	13,494,125
1911.....	884,075	2,800	886,875	2,019,250	13,309,275	15,328,525
1912.....	1,014,575	20,400	1,034,375	2,841,000	13,899,000	16,740,000
1913.....	1,142,700	13,200	1,155,900	3,025,450	14,084,100	17,109,450
1914.....	1,236,875	13,200	1,250,175	3,398,575	14,159,850	17,558,425
1915.....	2,723,125	16,000	2,733,125	4,309,225	15,148,850	19,458,075
1916.....	2,730,425	18,000	2,748,425	4,089,925	14,337,000	18,426,925
1917.....	2,185,600	16,500	2,202,100	4,684,925	14,575,500	19,260,425
1918.....	1,992,200	16,500	2,008,700	4,891,540	16,332,300	21,223,750
1919.....	2,213,175	19,500	2,232,575	4,586,425	18,762,050	23,348,475
1920.....	2,079,900	17,100	2,087,000	5,666,675	24,923,000	30,589,675
1921.....	2,040,000	16,500	2,056,500	5,975,625	27,376,750	33,352,375
1922.....	2,137,250	17,500	2,154,750	5,999,125	27,389,750	33,388,875
1923.....	1,996,925	15,500	2,012,425	6,039,325	27,373,700	33,413,025
1924.....	2,050,825	18,500	2,069,325	5,683,350	27,474,950	33,158,300
1925.....	2,079,350	18,500	2,097,850	5,739,875	28,234,150	33,974,025
1926.....	2,081,750	20,000	2,101,750	5,770,725	28,297,700	34,068,425
1927.....	2,186,250	19,200	2,205,450	6,141,525	28,442,000	34,583,525
1928.....	3,720,450	24,700	3,745,150	5,870,725	28,635,059	34,505,784
1929.....	2,848,550	17,200	3,865,750	6,696,925	29,540,209	36,237,134
1930.....	4,037,925	67,200	4,165,125	7,442,125	31,289,350	38,731,484
1931.....	4,112,725	67,200	4,179,925	7,478,125	32,375,559	39,853,684
1932.....	4,038,600	81,200	4,173,800	7,478,025	33,393,709	40,871,634
1933.....	4,079,150	81,350	4,160,500	7,615,150	33,376,309	40,991,459
1934.....	4,080,250	81,350	4,161,000	7,590,025	33,317,459	40,907,484
1935.....	4,109,840	81,350	4,131,130	7,648,800	33,751,659	41,400,455
1936.....	4,087,290	16,200	4,103,490	7,881,725	35,667,509	43,549,234
1937.....	3,647,940	33,350	3,681,230	8,332,375	35,609,209	43,941,584
1938.....	3,968,313	31,350	3,999,663	17,870,900	35,438,309	53,309,209
1939.....	3,959,688	83,350	4,043,038	18,110,750	36,094,159	54,204,909
1940.....	3,947,537	83,350	4,030,887	18,651,100	38,584,784	57,235,884
1941.....	3,690,537	83,350	3,773,887	19,146,925	40,604,750	59,751,675
1942.....	3,526,812	83,350	3,610,162	19,374,275	42,163,425	61,537,700
1943.....	3,565,012	83,350	3,648,362	19,571,250	45,962,700	65,533,950
1944.....	3,561,637	83,200	3,644,837	19,590,405	47,083,825	66,674,230
1945.....	3,618,562	83,200	3,701,762	19,602,255	47,213,975	66,816,230
1946.....	3,586,937	86,100	3,673,037	19,535,580	47,165,225	66,700,805
1947.....	3,600,087	91,100	3,691,187	19,547,205	46,989,000	66,536,205
1948.....	3,640,237	92,100	3,732,337	19,469,155	47,018,125	66,487,280
1949.....	3,647,112	92,600	3,739,712	19,566,630	47,044,900	66,611,530
1950.....	4,450,567	897,850	5,348,417	22,851,305	57,307,275	80,158,580
1951.....	4,548,952	926,850	5,475,802	23,052,429	61,041,700	84,094,129
1952.....	4,910,090	902,700	5,812,790	23,183,504	64,042,850	87,225,354
1953.....	5,537,100	959,525	6,496,625	27,238,615	77,313,695	104,552,310
1954.....	7,260,035	1,036,075	*8,296,110	28,453,030	77,118,595	105,571,655
1955.....	7,648,560	1,132,750	*8,781,310	23,578,725	82,305,225	105,883,950

\* Lands Owned by the Federal District Commission which are occupied by tenants upon which they pay taxes, not included.

SOME HIGHLIGHTS OF THE CITY OF OTTAWA SUBMISSION  
To  
JOINT PARLIAMENTARY COMMITTEE ON THE  
NATIONAL CAPITAL PLAN

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SOME HIGHLIGHTS IN CITY OF OTTAWA SUBMISSION  
TO JOINT PARLIAMENTARY COMMITTEE ON  
"THE NATIONAL CAPITAL PLAN"

The City's Submission refers to three particular areas of relationship between the Dominion and Municipal Government—

- (1) the governmental or constitutional
- (2) the financial
- (3) the national plan of actual physical development of the capital

1. *Inter-governmental Relations*

*In respect to the first, (the responsibility of the municipality for the functioning of the civic government and the discharge of all municipal duties and responsibilities by the City Council and the various civic boards and commissions under the statutes of the Province of Ontario)—the City does not consider this area or these problems to be under discussion in the terms of reference of the Committee.*

All such matters deal with "the daily living, protection and civil rights of some 225,000 persons living on the 30,000 acres of the Capital City" and any change in this sphere of municipal life "involves considerations striking at the very basis of Confederation and encroachment upon the civil rights guaranteed to the people of every Province". The National Plan deals with the land itself.

2. *Financial Relations*

(a) *General*

*With respect to these financial relationships—the City asks no gifts nor Grants but "only just and fair payment of "tax-lieu grants" on the same basis, under provincial statutes as all other users of the resources and protection of the municipal government" and records "the marked advance to such fairer*

and more realistic payments" from the Dominion to the City under the Municipal Grants provisions from 1950 to 1955. The City points out that, for the first time since Confederation, it can now plan with "some measure of certainty and stability" on *payments in lieu of taxes to its current budget* on a basis that will allow strengthening and development of the municipal government to meet the demands upon it. The City considers the question of further advance to payment of a 100% of municipal taxes by the Dominion as part of the readjustments due all municipalities on Crown property and indicates it will continue to be associated with the Canadian Federation of Mayors and Municipalities in their efforts to this end.

The City also records the more satisfactory basis of Dominion payments to the City of taxes on the Embassies and comparable properties.

#### (b) Municipal Grants Act Calculations

In respect, however, to its own particular position *under the Municipal Grants Act*, the City offers *Supplementary Submission asking for re-examination and consideration of the effect of certain prejudicial aspects of the 1955 legislation*. The effect of these various calculations is to reduce the City's assessed valuations of "tax-lieu" property from \$105,884,000 to \$86,405,000 with no basis of appeal anywhere. The 2% assessment deduction is then made (\$8,198,000) to reduce this total to \$78,207,000 as the government's accepted basis.

#### (Page 2)

Included in these deductions is \$16,500,000 for "Parliament Hill", which, for 1955, is *excluded* by a special clause in the statute, and on which a "tax-lieu" payment of *only* \$60,000 is made, this being based on what an office building, with the same average number occupying it, would pay in taxes (plus an allowance for fire protection) but with no recognition of the very extensive *business tax*, any such building would pay. Having regard to the heavy municipal services and the value of the land in this area, this amount is deemed so unfair as to suggest review.

The City and Government agreed to reductions from grants for school services provided by the Government, e.g. in the Air Stations. In 1954 this reduction was \$40,500; in 1955 this deduction was \$129,000. This deduction is based on the assessment of all properties of all types within Rockcliffe and Uplands Airport areas. The City contends that *only the residential assessments*, within these military establishments *should be included for deduction* for school purposes.

The result of the various calculations, of which these are samples, is that, while from 1950 to 1955, the gross tax-lieu payments before these deductions to the City increased 205% the latter have increased by 362% (from \$112,500 in 1950 to \$519,300 in 1955). The gross grant of \$3,254,000 for 1955 is thus paid in the net amount of \$2,735,000 (plus in each case \$60,000 for Parliament Hill). This is only 84% of the gross grant. (Sup. Brief p. 4).

These calculations involve months of "complex and controversial issues" between the Dominion and the Municipal officials, as against these complicated and lengthy processes, the City again advances the proposal which it has consistently urged. *This is to take the gross taxable assessment of the City, add to it the federal exempt assessment*, take the tax revenue applied for the City as a whole, and strike the *average tax rate* (in 1955 this would be 33.78 mills against the general public school rate of 39.25 mills); and apply that to the total of federally exempt assessment.

This would have meant a simple payment of \$3,562,135 in 1955 as against, (after 13 months of calculations, negotiations, deductions, etc.) of \$2,794,346



a difference of \$767,789. The City submits that the whole resultant situation and relationship would be well worth the difference.

(c) Three Special Areas of Financial Claim.

The City points out moreover, that *there are three other phases of operation in financial arrangements not clarified* and requiring adjustments of a basic nature:

(i) Payment by Crown Companies and like governmental enterprises both of ordinary and of business taxes. These properties are now exempt from tax-lieu payments and very few have entered into any undertaking for payment.

(Page 3)

(ii) *Adjustment of the unfair and increasingly heavy burden, cast upon Ottawa tax-payers by the fact that the F.D.C. pays neither taxes nor any grants nor even local improvement rates* (nor the Dominion on its behalf) on any of the property it owns or acquires, except for those properties, temporarily leased, in which case the tenants pay taxes to the City. Especially if the F.D.C. is to have enlarged powers of expropriation and to hold land out of use for later profitable re-sale, this problem assumes grave aspects since this profit would be realized largely at the cost of the municipality in which the land so held by the F.D.C. would thus be indefinitely non-taxable—(F.D.C. *exempt assessment is moving* rapidly upward increasing from \$3,739,712 in 1949 to \$8,781,310 in 1955. In the last 12 years these lands alone would have produced \$2½ millions in taxes at 1955 rates. F.D.C. exemption from local improvement costs at present are costing the general tax rate \$76,180.45 on existing 10 to 15 year authorizations. (Part IX p. 54 p. 55)

Against the repeated argument that the City of Ottawa and its residents benefit from the beautification of the municipality, the City points out that what its people get they pay for, and that, apart from these above heavy non-tax lieu payments of the F.D.C. "service" deductions are made in Ottawa's municipal grant, entirely at the discretion of the federal authority. For example, certain "park areas" e.g. Experimental Farm, with assessed land valuation of \$708,000, are excluded entirely from land valuations for grant purposes. Again, in 1955 alone, a deduction of \$187,500 was made in the federal grant, after calculation on included federal property, on the ground that Ottawa's citizens have the use—albeit restricted—of the large federal park areas in the City, though all visitors to Ottawa have the same use, and the City must develop its own park and recreational areas for ordinary use.

In 1955 a deduction of \$74,000 was made for "estimated saving" to the City on all arterial roads of the F.D.C. even though these are not—and properly so—open to all types of traffic and this item includes a charge as current to retire both principal and interest in the cost.

Another deduction of \$41,000 is made for traffic patrol of F.D.C. driveways though the City itself must maintain all policing control within the City bearing on municipal, provincial or criminal law enforcement.

The City urges consideration by the Committees of the non-payment by the F.D.C. of any tax-lieu payments on its properties and local improvements and yet these deductions from its municipal grant as calculated under the 1955 statute.

Otherwise, however, it should be clear that all current tax-lieu payments to the City are matters of direct negotiations with the finance officers of the Crown under direct Parliamentary and statutory authority.

(iii) The third area of special financing is directly concerned with the National Capital Plan and is one of *sharing, by the Dominion of the heavy costs of capital works*, (as apart from tax-lieu payments for ordinary current

and even ordinary debt charges)—on works undertaken by the City as part of, or as required by, the National Capital Plan, earlier or in greater extent or cost than Ottawa—or any city of comparable population and resources would normally undertake.

(Page 4)

Here the City bases its claim upon the undertaking, outlined to Parliament by the then Minister of Finance (the Hon. D. C. Abbott) on November 14, 1949, viz.

On behalf of the Government, therefore, I now wish to make it clear that we are prepared to see *appropriate assistance* given, on the recommendation of the Commission in the case of those individual projects which are considered essential to the development of the National Capital Plan and yet would not be undertaken, at least not in the same form or the same extent or at as early a date, if Ottawa were not the capital of our country and it were not necessary to have regard to the future development of the country as well as of the municipality. (Part VIII p. 45).

The City records the effective progress made in this respect under the so-called "Sellar formula" (1951) of such payments in advance, admits the formula may now require reconsideration and adaptation for special terms for special projects but protests the position in which Ottawa finds itself, having relied upon this undertaking and now, faced with certain immediate heavy works, (which were planned in good faith under this formula) sees the formula suddenly suspended and *nothing in its place* until the Parliamentary Committee reports.

The City's immediately urgent plea is for the Joint Committee and the F.D.C. to agree (only in respect to any of these works actually projected for 1956), to recommend to the Government, continuance of this formula, or even another interim formula, to apply to these immediately urgent undertakings on which the City planned to begin in 1956.

(Page 5)

### 3. Actual Physical Development of the National Capital

These phases of financial relations, in respect to F.D.C. properties and capital works, the City submits, merge almost inseparably into the third, and—*what the City considers—the main area and objective of the present Parliamentary inquiry,—the actual physical development and beautification of the City of Ottawa as the Capital of Canada.*

The City's submission suggests that this problem has become in turn more complicated because of confusion of the City as the Capital, and the whole "capital area" or "district" in the National Plan.

The "National Plan" and area development present different aspects and problems as these deal with

- (1) The City of Ottawa.
- (2) Other municipalities in the Province of Ontario within the National Capital Area—namely the Town of Eastview, the Village of Rockcliffe Park, the Townships of Nepean, Gloucester, Fitzroy, March and Torbolton.
- (3) The City of Hull and other municipalities on the North Shore in the Province of Quebec.
- (4) The projected Gatineau National Park in the Province of Quebec.

(a) *The City of Ottawa—the Capital*

The City's submission deals, naturally and primarily, with its own status and problems as the Capital and within the National Capital Plan.

The City submits that, acting in good faith, that the National Capital Plan would develop "from the City" outwards and that a rural-urban zone would be developed, *with justice to those living within its lands*, took immediate advantage of The Planning Act (Statutes of Ontario, 1946, C. 71) and on January 6, 1947, the City Council approved the creation of an Ottawa Area Planning Board practically covering the Ontario area included in the National Capital Plan (Part IV)

In December 1947, the O.P.A.B. submitted a report emphasizing the desirability of an "area of unified control" setting both the minimum and maximum area for:

- (1) Unified control of land uses,
- (2) Control of types and standards of building construction and all related phases of community planning,
- (3) Fire and Police protection,
- (4) Water supply and distribution,
- (5) Sewers and sewage disposal,
- (6) Sanitation,
- (7) Transformer stations and distribution of electricity,
- (8) Transportation,
- (9) Design of various public works,
- (10) Health and Welfare,
- (11) Education,
- (12) Assessment.

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The area suggested for control was the entire area covered by the O.P.A.B., and two matters were considered (a) an inter-municipal or "metropolitan" area so administered, (b) annexation.

*The City Council of Ottawa on May 17, 1948*, decided to apply to the Ontario Municipal Board for annexation of the *minimum area*, in the township of Nepean, and in 1949 for the minimum area in the township of Gloucester, deemed essential to this unified control.

Both applications were ultimately granted, (excluding the Town of Eastview and the Village of Rockcliffe Park), to become effective January 1 and January 2, 1950.

The City's area was thus expanded from 6,109 to 30,482 acres, or five fold, while the population increased only by 30,000 and the assessment by 19 to 20 percent.

Meanwhile, however, the City had taken major costly steps to assure several phases of "the unified control" in the basic services and framework of what would be beautified and developed as the National Capital, itself.

- (i) For unified transit, in August, 1948, the City of Ottawa purchased the Ottawa Electric Railway Company for \$6 millions and (later with annexation) three independent bus lines spreading far out in these areas—The Eastview, the Nepean and the Uplands lines. The Ottawa Transportation Commission was created to operate the system.
- (ii) For unified power facilities, in December 1949, the City acquired the franchise and physical assets of the Ottawa Light Heat and Power Company, Limited, for \$7,600,000, and merged their operation with the City Ottawa Hydro-Electric Commission. (Pars. IV p. 11).

Note: These two utilities were thus *unified* before annexation.



- (iii) For unified water supply and sewage disposal, in August 1948, the O.P.A.B. engaged Gore and Storrie to make a report, finished in July, 1949. The cost was carried two-thirds by the City and the F.D.C. and the other third shared by Gloucester, Nepean, Eastview and Rockcliffe Park. (Part IV p. 11).

This Report recommended unified control over all water supply and sewage disposal, the City of Ottawa Water Works on Lemieux Island as the centralized source of water supply, universal water metering to reduce waste, separation of drainage and sanitary sewerage service, prohibition of sanitary sewage and industrial waste from the Ottawa River, upstream from the Chaudiere Dam; *first*, a complete system of extensive collector sewers, a large Ottawa River Interceptor and Outfall Sewer to terminate at Green's Creek with (*second*) a treatment plant later.

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Costs (at 1949 prices) were estimated.

(1) Extension to Water Works System .....	\$ 5,972,000.
(2) Sewage disposal, 1st stage	\$ 6,130,000.
2nd stage	11,750,000. \$17,880,000.
	<hr/>
	\$23,852,000.

Thus it cannot be too often repeated that the whole overwhelming burden assumed by the City of Ottawa in adding the 24,375 acres of the annexed areas to the compact, reasonably well serviced 6,100 acres of the old and comfortably ambling City area was based on the understanding that these acres were to become the Capital, with integrated municipal and federal development from the centre to the boundaries, and with gradual urban-rural gradation from the outer limits of the City to the surrounding areas. These various public utilities and works were to be correspondingly unified and expanded in an orderly manner from the centralized services, outward. *Because, to serve this Capital base of the enlarged city with an anticipated urban population of 350,000 dwelling thereon, these works would have to be of an advanced date and of an extent far beyond any immediate need, the principle of special capital works payments so to develop the Capital itself was of the very essence of the understanding on which the old, smaller City of Ottawa proceeded.*

The Gore-Storrie Report put it thus:

An essential factor in the development of the works herein recommended is the need for a sound policy of unified control being exercised over the whole urban area. With a land area nine times that of the existing City of Ottawa the necessity of a sound and economical plan of development is a matter of major importance if heavy capital expenditures are to be avoided until such time as the development warrants same.

If the development proceeds in widely scattered sections of the urban area, the cost of providing services might prove prohibitive. The development as far as practicable should be so controlled that the expansions will radiate from the works herein recommended. (Part IV, p. 12).

(b) *Land Use and Control within the Capital Area*

A major part of the submission of the City deals with land control and use as essential in meeting this warning in the Gore-Storrie Report.

A substantial section of the Brief sets out the comprehensive subdivision controls the City has been developing and the full extent to which it has sought to use Ontario Planning provisions to preserve the Capital area.

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If the problem is to be solved the City urges, however, the need of providing it and the whole area indeed with *more definite and detailed plans* from the F.D.C. and the Public Works Department particularly in relation to land use, width of driveways, parkways, etc., such is now being provided by the F.D.C. in a time schedule for railway relocation. The City emphasizes the grave difficulties all its planning and works encounter in having so much valuable land held not only out of any tax-lieu payments by the F.D.C. but out of use to the detriment of running services through or developing any use thereof when much will be later released and much not developed for years. The City suggests that the F.D.C. itself should file plans, working from the city centre outwards, as to priority of projects, lands required and, particularly, width of highways and parkways, and requested access roads thereto. Sudden and ill-related developments and expropriations should not be launched or changed without due prior conference with the municipality. Land uses, favoured for adjacent property to F.D.C. holdings, should also be set forth specifically. Such schedules, it is suggested, would facilitate the co-operation of owners in selling to the F.D.C., the exact land required and retaining and themselves disposing of the remainder within the land use indicated.

Such a preliminary plan on the part of F.D.C. would undoubtedly advance a partnership in the development of an agreed "official plan" to include the City of Ottawa, and the Townships of Nepean and Gloucester. The City appends to its Brief such a proposal, already made to the two Townships, and which, if developed first on the basis of tentative agreement among these three major areas in the National Plan on the Ontario "side", could be correlated, as it was developed, to the National Capital Plan through the F.D.C., in the hope that agreement could be reached in the end in fitting in such realistic and practical land use plans of the municipalities with the over-all "development plan" of the F.D.C.

### (c) *Re Industrial Development*

In respect to the plans and costs of capital works, the City asks for a candid decision on policy from the Dominion at this time. Is Ottawa to be developed primarily as the Capital City, designed, adorned, and beautified, as such, and with no more heavy and, indeed, not much more lighter industry than at present existing.

If so, it is altogether likely that the people of Ottawa would concur in such national policy, *providing*, that both *current* tax-lieu payments and *capital* assistance grants were adjusted to compensate for such a restricted type of municipal development.

If not, and, if, as the National Plan indicates certain light industrial areas are to be encouraged, then it is suggested that, just as the Dominion is assuming the cost of railway relocation, so it should definitely accept the excessive cost of developing water and sewer services to the areas indicated for industry in the National Plan since their installation otherwise is at such a distance and cost as to discourage both industry and the municipal taxpayer from such impossible burdens.

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(d) *Three Urgent Major Projects*

Three urgent major projects are of such a nature and so much more extensive, because of the National Capital Plan, that would be involved for the City itself as to call for special agreements.

(1) *One is the Queensway*, which because the great part of the traffic for Ottawa wishes to enter, not by-pass the City, as the Capital will be a special cross-town thoroughway instead of an "about way". Dominion, provincial and municipal authorities have reached tentative agreement, the Dominion participating through F.D.C. and the Department of Public Works. This project is urgent to assure proper access to and through the Capital area itself, for an east-west route of 22.8 miles, of which 4.4 miles lies eastward of the City's limits, 8.4 miles westward and 10 miles within the city, calling for relocation of three miles of City streets. The original Estimated Cost for the City section only was \$20 millions, the F.D.C. to put in the right-of-way at \$5½ millions worth of land, the City to take 50 percent of the residual cost, (7½ millions). Ontario and the Trans-Canada Highway (Department of Public Works) to share the balance of \$7½ millions. Revised costs set this total now at \$31 millions and obviously the City cannot take up the increase alone. (In addition to this \$31 millions, the portion east of the City will cost \$2½ millions, and west, \$2 millions).

(2) *The second urgent project is the whole grave question of the additional collector, the interceptor sewers, and the sewage disposal plant so urgently required* and on such extent for the whole area, not only for the City. The City urges that this Parliamentary Committee recommend an immediate partnership of the Dominion with the Province of Ontario under the Ontario Water Resources Commission legislation of 1956, covering The River at least from the Deep River Atomic Plant eastward by which the City of Ottawa, at least, would agree to buy sewage service from the completed project and consider the terms under which its present extensive major sewer installations would become part of the Provincial system if desired.

All along the way in these developments is the prior need of water installations if development is to proceed.

(3) *The third urgent capital work is an additional interprovincial bridge across The Ottawa* to carry the heavy traffic, both through and local of the Capital area. There are presently only three lanes of traffic open, each way, for The River crossing, one of these, via the F.D.C. scenic Champlain Bridge, is for restricted traffic; one, the Alexandra, is shared with the C.P.R. railways, is hazardous, and with totally inadequate approaches, both in Ontario and Quebec. The third is the adventurous Chaudiere crossing, recently improved as the joint undertaking of the Dominion Government (both F.D.C. and Public Works joining in the major outlay), the Cities of Ottawa and of Hull and the Ottawa Transportation Commission.

This major modern spanning of The River is urgently needed, and, as with any such interprovincial undertaking, calls for participation by the Provinces concerned, the Dominion and, on the approaches, the benefiting municipalities, in this case principally Ottawa and Hull. The two cities have agreed to share in consultant costs with the senior governments.

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(e) *The City's Good Faith*

Through the long years when the people of Ottawa were more aware than the people of Canada of the dignity of the Nation's Capital, the City's supplementary brief points out, they gave both of their services and resources



with no or little return. Up to 1909 the city received no grants at all re government owned buildings; from 1910 to 1943, altogether, \$2,525,000; from 1944 to 1949, \$1,800,000; from 1950 to 1955, in aggregate, \$9,190,626. Thus, for close to the century in which the City was the National Capital (1859 to 1955) Ottawa received in sum total for over 96 years, 13½ millions.

If the adjustments of the last two years (still subject to upward revision, the City claims) are deemed to be just then there *should have been paid to Ottawa, the sum of at least \$43,700,000* in the 45 years from 1910 to 1955, which would have gone a long way to enable the City to have enlarged even her very substantial development in the Capital.

But without any substantial aid whatever until 1950, how honestly and with what financial burden the City *has striven to keep faith*, is indicated by the fact that *in roughly ten years from 1944, when the National Capital Plan was officially promulgated as it were, to 1955, the City has either initiated or been a partner in carrying out Roads and Bridges, Sewers, Waterworks and Utilities, to a total of over \$28,000,000* (Part IV p. 20, 21) and the aggregate of Federal Government capital assistance grants has run about 13·7% of this total, which having regard to the area and asserted value of the property owned by the Dominion (\$105,883,950. plus \$8,781,300. F.D.C. as against City taxable assessment of \$377,850,000) is considerably less than what would have rested upon any other type of ordinary taxable enterprise. (Brief, Table 4).

Either directly or through its local boards and Commissions, the City of Ottawa, 1945 to 1955\*, and largely from 1950 to 1955, has either carried out or has presently authorized and in progress, capital improvements for extension of services and facilities to a total of \$82,400,000 of which \$36,000,000 or 44 percent has been on capital works in the annexed areas, (\$1,400,000 was assumed of the Townships' debenture debt for the annexed portions).

Yet what remains to be done will require estimated debenture borrowings by the City of \$97,600,000 up to and including 1960, as against funded debt of \$37,100,000 in 1955, and unfunded debt for works in progress or outstanding authorized spending at the present time of \$32,300,000 or a total obligation of funded and unfunded debt, at the end of 1956, of \$69,400,000 which by 1960 will probably reach not less than \$120,800,000 and, by 1965, \$172,200,000.

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The service charges, on present debt to be met out of taxation, were \$2,200,000 in 1955 and will reduce to \$1,800,000 in 1960, to \$1,400,000 by 1965, but with these new capital expenditures, debt charges thereon by 1960 will amount to \$5,700,000. and by 1965 to \$12,400,000. (These charges are exclusive of any charges to be met for and out of the utilities). (Part IX).

Obviously, Ottawa, like most Canadian municipalities, is faced with heavily mounting taxation, requiring a re-allocation of aid or of taxing powers from senior governments (see Part II) but even more so, certain definite undertakings from the Dominion authority towards capital works in the National Capital Plan, comparable in realism and stability to the progress made since 1949-50 in tax-lieu payments to current revenue under the Municipal Grants Act.

This definite undertaking for capital aid should set up some formula, say for the next 4 or 5 years, setting out the actual works under the Gore-Storrie Report, and the basis, on which the Dominion will participate to the amount and in the terms set out for each as required for the National Plan. The City could then not only plan its own obligations, but could proceed to conclude with the Province of Ontario, the basis and amount of the latter's sharing in each such scheme.

\* For instance, 110 miles of distribution water mains have been installed since 1950; equivalent roughly to water lines from here to Kingston; and 114 miles of sewers.

#### 4..Do F.D.C. and City Set-Up Both Need change?

Perhaps, most important of all, the City suggests that substantial changes may now be necessary both for the F.D.C. and the City to assure the complicated actual putting into effect of *plans that now have to become works* and perhaps call for a different type of administrative set up than hitherto existing.

The City Brief does not offer definite submissions on these lines but states that the Mayor will be prepared to answer questions along these lines, should the Parliamentary Committee desire such discussion.

The WITNESS: Mr. Chairman, honourable senators and gentlemen, I want to assure you that we have had no more to do with this high degree weather than we had to do with the low degree weather which ruined the tulip festival. I cannot blame this on the Federal District Commission.

There is here Mr. Controller George H. Nelms, who is the ranking controller of the city. Controller Paul Tardif, who in period of time is the senior controller, will be sitting here beside me because a great part of some of the matter as it develops will deal with the water works system and he reports for it. Controller Tardif has served through as alderman and controller for a considerable period before annexation. Controller Roy Donaldson served in the old council as an alderman up to 1950, in the six years when the planning and annexation was developed. Con. E. W. Jones is out of the City. In our officials, we have Mr. David McMillan, the chairman of the Ottawa Transportation Commission, who is chairman of the commission to which we entrusted the preparation of the brief, and also the steering committee. Unfortunately Mr. Medcalf the city solicitor, who was one of the ablest and most active members of the committee and of the steering committee, cannot be here this morning because he is attending and presenting the city's application in the judicial inquiry on housing — which we had originally set for this date, thinking our evidence here would be over. Mr. J. H. Lowther is here; he is finance commissioner of the city and also a member of the steering committee. We have Mr. W. E. MacDonald, the water works commissioner, a position in which he has served the city for over 40 years. We have Mr. L. W. Pillar, the director both of planning and of works; Mr. L. M. Wright, the assessment commissioner and Mr. T. D. Williams, the labour economist from the city treasury, who has acted as secretary both of the steering committee and of the committee as a whole.

These, Mr. Chairman, are the representatives of the Board of Control, in whose name this submission is offered to you; and our officials. As matters develop, as I am questioned, I trust I shall be free to consult our officials or to have you ask them any questions.

The PRESIDING CHAIRMAN: Thank you, Your Worship. Mr. Controllers and gentlemen, you are very welcome here this morning. I understand that Her Worship wants to read through what we have here and what is entitled "Some Highlights of the City of Ottawa Submission". Her Worship the Mayor calls it the "Road Guide" of the brief which has been submitted to the committee and which has been with us for quite some time. When she reads through these highlights or this summary, she will point out the different items in the report. She will call out the pages and she will explain to us the different points contained in the said "road guide". I will call on Her Worship Mayor Charlotte Whitton.

The WITNESS: Mr. Chairman, before I start to read this, may I give a word of explanation in respect to my position as mayor of Ottawa, thereby, by a resolution of the Council, being the representative of the city of Ottawa on the Federal District Commission, where the mayor of Hull also so sits. I shall not comment on the submission of Hull, but you will find in our highlights and in our main report points of rather substantial



divergence, from some F.D.C. points. With no criticism or reflection whatever, I would like it to be made abundantly clear to this committee that neither the mayor of Ottawa nor the mayor of Hull were considered to be proper appointees to the committee of the Federal District Commission which prepared the Federal District Commission's brief. It was felt that the mayor of Ottawa and the mayor of Hull — having vested interests, as it was so described — very specifically municipal and corporation interests, I would say — should not serve on the committee. It was hoped that the full report would be ready in such time that we should at least have a glance at it. It was not. Again, there is no criticism. (Just look at the way we have had to send in our own report with subsidiary material). Neither I nor the mayor of Hull saw the brief submitted in the name of the Federal District Commission. We are the only two elected members thereon. We did not see that brief until it was delivered to us the day that it was given to you, on the day you received it; and on March 19 the revised draft came down at the F.D.C. too late for our consideration, in that we both had had to leave.

The general content of the report and many of the general considerations and policies in it had been discussed months before in a general meeting of the Federal District Commission when it was being planned; but the Federal District Commission was good enough to give me a letter, because I had a certain relationship to my own Board of Control, on the 21st of March which was the day it was presented to you, giving the Report to me, and also because it comes in and because we have very definite reservations in respect to discussion of some of the things which should be done. The principle of expropriating the Greenbelt was a change of policy agreed in the Federal District Commission, late in that session of March 19, after I had left, having council; the mayor of Hull had left earlier in the afternoon.

I would like also, to say in fairness to our relationships in the city of Ottawa with the townships — the townships naturally rely somewhat, in the case of the Planning Area Board on the representation of the mayor of Ottawa, to keep them in touch with certain things — that I did not know, any more than did they, of the official F.D.C. deviation re the Green Belt.

That, Mr. Chairman, is in order to explain that I am sure neither the Federal District Commission would consider nor am I to be considered as having made any break or breach of faith with their submission if we do not run parallel to what we had not seen.

First, before I start to read this so-called "Highlights", may I refer you to page 1 of the preface of the main report entitled "A Closer Partnership" and may I read that as our introduction to our whole approach.

"The federal government and the city of Ottawa, as well as other nearby municipalities in reality are travelling along the great national highway of Canada in close partnership; and the journey has just been commenced. The objective at the end of the road is a unified dominion and a great national capital which in every respect should reflect the strength of a normal and healthy growth."

Such were the words in the closing paragraph of the recommendations of the joint committee of the Senate and the House of Commons (August 1st, 1944) "appointed to review the special problems arising out of the location of the seat of government in the city of Ottawa and to report on the relations between the federal government and municipal authorities of the said city and responsibilities in respect of such problems."

The terms of reference of the 1956 committee read: "to review and report upon the progress and programs of the Federal District Commission in developing and implementing the plan for the national capital of Canada."



The city of Ottawa attaches importance to the marked difference in the terms of reference of these two parliamentary committees.

I would say that we would attach importance to this. We have agreed in respect to certain things for ten years—certain basic things—as I think we are agreed in common objectives. What this committee's job is, perhaps, is to find ways of improving and to find ways and means of moving to these objectives. The preface continues:

The city is gratified at the apparent agreement that the partnership, forecast in the 1944 report, has indeed become a reality and that the invitation to the city of Ottawa to offer submissions at this time is a recognition of its place and responsibility as the capital in this partnership and its competence to offer comment not only on such progress as has been made in these years but on the problems which tend to impede a fuller realization of our common objective together with proposals for advancing and enriching it. In such spirit the city seeks, in these submissions, cordial and co-operative examination of difficulties, common to both parties and within the terms of reference of the joint committee.

We cannot over-emphasize, sir, that if we refer to the Federal District Commission we do so to an utterly impartial impersonal being, as it were. There is nothing personal—as I would hope there would be nothing personal in references by the Federal District Commission to the city. It is two types of organization trying to work in a partnership. I think also we would be remiss if we did not recognize in that partnership a certain leadership that has been given, and given particularly in two phases, by General Kennedy, because he is an engineer and a man of tremendous energy and enterprise, that is, in taking the over-all approach to the railway question and in taking the over-all approach to what was to be a parkway across the city and has become the expressway. Those two types of development, sir, with a time schedule and a cost schedule, particularly in the Queensway, right from the beginning was a partnership with the municipality of Ottawa as the medium of approach to the province re the city sections. That is an ideal type of partnership, to which I think we would wish to pay our tribute.

If I might try to put it simply in very simple words here we, traditionally for some reason or other, think of cities and countries largely in the feminine gender. We refer to the city as a personalized woman. If I wanted to divide the two areas of responsibility I would say that as the municipal government of the city of Ottawa, Dr. Gershaw and Dr. Blair, we are the general personal physician to the capital in all its fundamental living; and the Federal District Commission is more of the nature of the beauty counsellor, the body charged with those things that will make for the beauty, for the development of the capital; that the basic general constitution is in our care.

For this reason

The city's submission refers to three particular areas of relationship between the dominion and municipal government—

- (1) the governmental or constitutional
- (2) the financial
- (3) the national plan of actual physical development of the capital.

In respect to the first (the responsibility of the municipality for the functioning of the civic government and the discharge of all municipal duties and responsibilities by the city council and the various civic boards and commissions under the statutes of the province of Ontario)—the city does not consider this area or these problems to be under discussion in the terms of reference of the committee.

The Presiding CHAIRMAN: Her Worship is reading from the "Road Guide", the "Highlights" the summary of the brief.

The WITNESS: I am sorry, I should have indicated that. There are 11 pages of the "Highlights" which we felt it was better to present to you verbatim than 100 pages or more of the brief. I apologize to the committee; I should, and I shall, when I quote, say so and then say when I go back to the main pages.

The Presiding CHAIRMAN: That is perfectly all right, Your Worship.

The WITNESS: Page 1 of the "Highlights" says:

All such matters deal with "the daily living, protection and civil rights of some 225,000 persons living on the 30,000 acres of the capital city" and any change in this sphere of municipal life "involves considerations striking at the very basis of confederation and encroachment upon the civil rights guaranteed to the people of every province". The national plan, on the other hand, deals with the land itself.

These powers which we exercise under this section call for relations with the provincial government in all its phases. The second relationship is between the dominion government and the municipal authority.

With respect to these financial relationships—the city asks no gifts nor grants but "only just and fair payment of tax-lieu grants" on the same basis, under provincial statutes as all other users of the resources and protection of the municipal government" and records "the marked advance to such fairer and more realistic payments" from the dominion to the city under the Municipal Grants Act provisions from 1950 to 1955. The city points out that, for the first time since confederation, it can now plan with "some measure of certain and stability" on payments in lieu of taxes to its current budget on a basis that will allow strengthening and development of the municipal government to meet the demands upon it.

We simply have not been able—until 1955, when further amendments were made to the Municipal Grants Act—in the city of Ottawa, to know what we were going to get, to be able to plan 12 months ahead in relation to our tax-lieu grants. Now that is set, under these constructive amendments of 1955.

The city also records the more satisfactory basis of dominion payments, to the city of taxes on the embassies and comparable properties.

That is the first general observation with regard to our financial obligations. The next is in regard to the Municipal Grants Act calculations.

Mr. Chairman, before I read this, if I may interpolate again to explain why these next two pages are here. They are to bring home to this joint committee that in this whole area, under the Municipal Grants Act, the city of Ottawa, as the capital, is in no different position from the cities of Halifax, Quebec or Kingston or any other city which comes under the Municipal Grants Act because of concentration of federal property. The money which comes to the city of Ottawa under this section is in lieu of taxes to our current operating budget, the same as it is in those other cities. We feel that you would want us to take advantage of this situation to point out for your clearer thinking and decisions and judgment exactly what we do get under that legislation.

In respect to its own particular position, under the Municipal Grants Act, the city offers a supplementary submission—that is, the full submission that has gone to you—asking for re-examination and consideration of the effect of certain prejudicial aspects of the 1955 legislation. The effect of these various calculations is to reduce the city's assessed valuations of "tax-lieu" property from \$105,884,000 to \$86,405,000 with no basis of appeal anywhere. The 2 per cent assessment deduction is then made (\$8,198,000) to reduce this total to \$78,207,000 as the government's accepted basis.

Again may we point out that your 1944 Parliamentary committee report was the basis of all our statutory municipal grants, from 1949 on. We thank Senator Lambert, Mr. McIlraith and Mr. Richard particularly for giving help



through those years in getting the 1951 legislation and the amendments of 1955. Your committee and members of the House have every right to think that Ottawa, under that Act, starts out with payment on an assessment of \$105 million. Therefore, we feel it necessary to point out that it comes only to \$78 million before we begin the negotiations of actual payment.

Included in these deductions is \$16,500,000 for Parliament Hill, which, for 1955, is excluded by a special clause in the statute and in which a tax lieu payment of only \$60,000 is made, this being based on what an office building would pay. This is how this has been interpreted—this statute of last year—Parliament Hill as far as the grant is concerned is an office building with the value of \$16½ million—and pays what such a building, with the same average number occupying it, would pay in taxes, plus an allowance for fire protection, but with no recognition of the very extensive business tax any such building would pay.

May I point out, sir, that it is not even fair to charge it with our office building rate, because our office buildings work 6 to 8 hours a day and Parliament Hill is being worked on three different shifts this year. That does affect the matter in the case of the police supervision, the water, the fire service and everything else.

Having regard to the heavy municipal services and the value of the land in this area, this amount is deemed so unfair as to suggest review.

The city and government agreed to reductions in grants for school services provided by the government, e.g., in the air stations. We agreed to that in 1951, with the new legislation. In 1954 this reduction was \$40,500; in 1955 this deduction was \$129,000. This deduction is based on the assessment of all properties of all types within Rockcliffe and Uplands airport areas. The city contends that only the residential assessments, within these military establishments, should be included for deductions for school purposes.

If I may add something that we should have in evidence and which should be put in there, you may ask why we do not provide these schools for the military establishments and take it out of the grant for taxes. May I say we are in partnership with you to see that the provincial government pays its adequate amount.

These schools being in the airport areas are getting a much higher school grant from Ontario than if in the city where they would get much lower ones, so by this the Dominion of Canada gets back some of its grant to Ontario. The saving does not affect us but the result of this and their various calculations, of which these are samples, is that, while from 1950 to 1955, the gross tax-lieu payments before these deductions to the city increased 205 per cent, the latter have increased by 362 per cent (from \$112,500 in 1950 to \$519,300 in 1955). The deductions are increasing at a much greater and faster rate than the grant.

The gross grant of \$3,254,000 for 1955 is thus paid in the net amount of \$2,735,000 (plus in each case \$60,000 for the Parliament Buildings). This is only 84 per cent of the gross grant.

All those technical details you will find on page 4 of the supplementary brief (to the main brief) on Municipal Grants. I am not going to discuss them but if you mark page 4 of the Supplementary Memo, that is where the members can get all the information of the supplementary financial statement.

This, sir, would be applicable to every municipality that is getting municipal grants from the dominion, and it is set out in considerable detail on page 10, if you will mark that, sir, on your financial statement.

Take the gross taxable assessments of the city without the federal exempt property and it would run to about \$377 million, then take this total exempt property of the dominion and add that to it; that is about \$105 million; then take what the city has to raise out of tax revenue, that is, without provincial



grants and everything and so on, and divide that total into it and you get the average tax rate; and this applies to the Dominion property and that would have meant a tax rate applicable last year to the dominion property of 33.78 mills against the general public school rate of 39.25 mills.

That would have meant a simple payment of \$3,562,135 as against—after 13 months of calculations and deductions and taking up months of our officials time and yours—\$2,794,346, a difference of \$767,789. The city submits that the whole resultant situation and relationship would be well worth the difference.

Now, that is our position under the Municipal Grants Aid Act, but that payment is for nothing except in lieu of taxes like any other city that has an accumulation of property.

(c) Three Special areas of financial claim—

Then we want to point out that there are three other phases of cooperation in financial arrangements which are not clarified and which require adjustment of a basic nature.

(i) Payment by crown companies and like governmental enterprises both of ordinary and of business taxes. These properties are now exempt from tax-lieu payments and very few have entered into any undertaking for payment.

Some have paid both, property and business tax; some have paid property tax; some neither. They vary in type such as the Canadian National Railways, the Chateau Laurier, the C.B.C. and so on.

(ii) Then in the second area of financial adjustment is the unfair and increasingly heavy burden, cast upon Ottawa tax-payers by the fact that the F.D.C. pays neither taxes nor any grants nor even local improvement rates (nor the Dominion on its behalf) on any of the property it owns or acquires, except for those properties on which local improvements still have a period to run, or on properties, temporarily leased, in which case the tenants pay taxes to the city. When we say "the F.D.C." we do not mean that this is the judgment of the committee members of the F.D.C. This is the statute.

Especially if the F.D.C. is to have enlarged powers of expropriation and to hold land out of use for later profitable re-sale, this problem assumes grave aspects since this profit would be realized largely at the cost of the municipality in which the land so held by the F.D.C. would thus be indefinitely non-taxable—F.D.C. *exempt assessment is moving* rapidly upward increasing from \$3,739,712 in 1949 to \$8,781,310 in 1955. In the last 12 years these lands alone would have produced \$2½ millions in taxes at 1955 rates. F.D.C. exemption from local improvement costs at present are costing the general tax rate \$76,180.45 on existing 10 to 15 year authorizations. (Part IX, p. 54-55)

*By Senator Reid:*

Q. Are F.D.C. lands included in government lands, or are they separate from government exempt lands?—A. They are separate and exempt and come under separate legislation. That is why we warn you of some of these expropriations. You may have in a parcel a \$½ million worth of city of Ottawa land and find that it is suddenly decided by the F.D.C., either to acquire it by sale or by option or under expropriation, and the day it is done, unless it is rented back to the people (in which case we have to collect the taxes), it passes completely out of any tax equivalent.

*By Senator Lambert:*

Q. May I ask Mayor Whitton if she would not consider the point which has been rising in the last fifteen months to have been much more appropriate

last year, when the Municipal Grants Act was being amended to provide for a certain amended basis with consideration—in other words, the reference before this committee is definitely phrased because last year when there was intention of having a joint committee similar to the one in 1944 to consider the relations between the city of Ottawa and the dominion and when it did not take place, the grants were given and the policy was stated very definitely in the house that the full measure of the demands of municipalities throughout Canada including the city of Ottawa were being met. Now then, we in this committee are attempting positively to approach the problems relating to the Federal District Commission in the past year. I think it would be so much more helpful if your brief was concerned with that aspect of our reference—rather than to deal with the grounds of the municipal grants on which we have no difference with you at all, because it has been decided and passed. This committee is not appointed to enquire into the relationship between the city of Ottawa and the federal government at all.—A. May I say that this leads to our case for capital assistance in two ways, and that is why we want to put it clearly before you because under the legislation for current assistance under the Municipal Grants Act last year we did not ask, Mr. Chairman, under that act, for consideration of two aspects that are set out here—F.D.C. liability and payments of capital aid. Because in 1949—which I shall deal with in a minute capital aid was promised in the deliberations of parliament and under the Sellar formula which followed in 1951 we were getting payment for certain advanced capital works.

Now might I defer this point as it has to be dealt with here a little later, since some confusion developed because Ottawa is now getting municipal grants of larger payments under the amendments 1955, and some argue that therefore this other basis of capital aid disappears as the ground for it disappears.

I am sure, Mr. Senator, that I quite agree that these are financial points (and that is why I said at the first that to anybody who has had the long and rich experience of these relations that Senator Lambert has had) that it would seem that Ottawa is driving back to the argument which belonged in the former committee. But these items have to be brought forward out of that relevant background as items you have to consider in the National Capital plan and special city payments under it, if we are to understand this situation in respect to it. And if the Senator will allow this to develop a little further—

Q. Go right ahead.—A. I think he will then see that we raise and turn these two types of payment aside, showing that these are Department of Finance negotiations.

Q. That is just what I was going to say.—A. But I want to get a clear understanding before you because we have had cancellations of our expected capital aid payments as a result of developments this year through confusion. We were quite satisfied with the plan for capital aid to the capital plan and current aid as under our municipal grant. But 99 out of 100, I would say, of the best informed people in the civil service and parliament in both houses would ask just the same question that Senator Reid asked—do the Federal District Commission lands not count for taxes?

It is shocking to our tax outlook to think—to realize that this enormous amount of land is increasing all the time and that we are in no position or basis of deriving earnings from it at all, as we want to show you here. And there is another situation that I think would help you in the development of your recommendations in respect to parks and so on, if this next paragraph could be read. (May I say that from pages 54 to 57 in the main report, if you will put that opposite there, you will get the pages of these details of the lands which you will want to know, and on pages 23 and 24—if you will mark that—you will get the effect of this on our national planning).



*By Mr. Richard (Ottawa East):*

Q. You are not asking us to reexamine the Municipal Grants Act or make recommendations thereon, but you want us to look at it so that we can see the difference between the problems and provisions for payments arising from the Municipal Grants in Aid Act and the particular problems affecting the F.D.C. where you have no such assurance of financial payment as you get under the Municipal Grants in Aid Act.—A. Our current tax equivalents come under municipal grants in aid and now are statutory. But aid to the National Capital plan will have to be the subject of some similar definite agreement and understanding. There is this whole area of Federal District Commission holdings and capital works which is just subject to deals between us and which is enlarging all the time, and there is no definite agreement on it except as set forth here on different projects now.

This angle of adjustments on works will also come in, in respect to the parks of this city, this next paragraph will give the background so that the members will understand the need of clearing relations further.

Against the repeated argument that the city of Ottawa and its residents benefit from the beautification of the municipality, the city points out that what its people get they pay for, and that, apart from these above heavy non-tax lieu payments of the F.D.C., "service" deductions are made in Ottawa's municipal grant, entirely at the discretion of the federal authority. For example, certain "park areas", e.g., Experimental Farm, with assessed land valuation of \$708,000, are excluded entirely from land valuations for grant purposes. Again, in 1955 alone, a deduction of \$187,500 was made in the federal grant, after calculation on included federal property, on the ground that Ottawa's citizens have the use—albeit restricted—of the large federal park areas in the city, though all visitors to Ottawa have the same use, and the city must develop its own park and recreational areas for ordinary use.

Yet you cannot send even a bird into the Experimental Farm in the name of the city of Ottawa because it is entirely Federal property, yet that \$708,000 item is entirely removed from any tax because it is in part a park earning the city. And while the Department of Agriculture is generous in allowing functions there for local, national, provincial and like affairs. Do you realize that when we bring this assessment forward, not only is that land value there with no earning equivalent, but that also these enormous areas are there as a land block to the connecting up of sewers and services because the Experimental Farm has its own facilities? To serve 130 families, near where the veterans' area is at the west of the Experimental Farm we should have to carry out \$400,000 of sewer around to reach our services. I want to show you the significance of such exemptions under the municipal grants because it comes later into our discussion of a partnership in financing any national planning.

*By Senator Lambert:*

Q. If you were to get any redress from the city of Ottawa in this matter you would get it from the Department of Finance and from the very officials you deal with when you are establishing the basis of assessment for municipal grants.—A. Not in capital aid. I might explain in reference to this very area what happened last year when we come to that section. Here may I say that capital aid is dealt with by the city and the F.D.C. first—not the Department of Finance. The advance of need payment by agreement is made on F.D.C. recommendation, such as was done in advance payment on some of the Nepean collector sewer.

I think, Mr. Chairman, no matter where the actual funds begin, they are always paid by the Department of Finance, and that it is essential in justice



to the city that it should be known that we pay for what we get in parks, etc., by deductions out of our current grants. We are not "riding" our parks and so on on the taxpayers of Canada, and we do think this fact does come into any claim that Ottawa is liable for other capital development.

Q. May I ask, as a matter of information, if there is any particular account in the city's bookkeeping system under which the government grant of \$2,700,000 is credited or debited or whatever you like?—A. Yes, not only do we show it as current revenue but also capital into capital projects.

Q. It comes into a capital account of some kind?—A. No. The capital goes into the capital account, and the current goes into the current account.

Q. I mean, for the purpose of argument, your grant this year, amounting to \$2,700,000—in what account is that amount entered?—A. It is entered in our revenue account, and more than that, since the province of Ontario requires that our taxpayers be shown what we get in provincial grants.

Q. Surely.—A. We have gone one step further and show the federal payment in full. We have put a tax "stuffer" in everyone of our tax bills. Those are distributed to every taxpayer and they show here exactly what we get from all sources.

Q. In the way of grants?—A. Every taxpayer in Ottawa gets the data as to provincial and all other grants, and the totals as divided. You will see in the second column of this little leaflet, the total at the bottom—you will see across here "General purposes, \$1,105,150" under other revenue, and so on, such as Dominion revenue grants, public libraries, and so on.

Q. Yes, I have seen that, but I wondered what the record of expenditures would be and how they would be charged. Is there any particular account through which the application of the dominion grants would be expressed? There are certain accounts?—A. The grant comes in and is distributed in the same way; the dominion grant is a "tax lieu" payment and that amount is distributed in the same way as general tax revenue, but your payment to capital, will show in our payment on debentures, let us say, such as on advanced work. Each item is credited with the like advance payment, so that we always include a statement showing them.

Q. How does it stand?—A. We can show you—it is shown in detail in the statistical tables, in the main report. We say exactly how much you paid in advance of need or cost, or because the project was in advance of our requirements for the city, let us say, for a water reservoir or any of these national capital plans which warrant help in the capital aid grants. Mr. Lowther will be here at all times if you want him to bring those tabulations.

Again to show that the City continually pays for special national capital works—

In 1955 a deduction of \$74,000 was made for "estimated saving" to the City on all arterial roads of the F.D.C. even though these are not—and properly so—open to all types of traffic and this item includes a charge as current to retire both principal and interest in the cost.

I think it was Senator Reid who brought up the question that the people of Canada were providing parks for the people of Ottawa. That amount is taken off the grant before it is ever paid to us as a quid pro quo, although we cannot use those parks for any special recreation or use. In some cases the F.D.C., where we have requested it, has been most cooperative and they have rented us a park for \$1 a year, but we rent the whole of Rockcliffe Park for \$1 a year; they keep the park and we do the rest in owning and providing it. But it should be clearly understood that the parks to which the people of Ottawa have access they have on the same basis as the people of Canada. We pay an increasing amount in deductions as F.D.C. parks enlarge and when we come to the question of development in relation to the parks I hope that I shall be allowed to bring forward—it is not in here—something which

was lately unearthed of a proposal of 40 years ago as to the possibility of an arrangement which I have to take the personal responsibility of suggesting to this committee. It has not been before the Board of Control through the city to the F.D.C.

Yet another deduction of \$41,000 is made for traffic patrol of F.D.C. driveways though the city itself must maintain all policing control within the city bearing on municipal, provincial or criminal law enforcement.

The Board of Control notes this especially in view of a question raised by Mr. Coldwell and by certain members of this committee, that these fine driveways were going through Ottawa provided by the Dominion. But they are restricted in use and we have to build other driveways for the general traffic. But this year alone on our grant, before we ever received it, \$74,000 is deducted as to what it is estimated is saved to the city by the F.D.C. having these special driveways. Naturally the F.D.C. patrol of the driveway concerns itself with their protection and primarily the observation of F.D.C. by-laws, so even for the patrols which the F.D.C. puts on its own driveways, the people of Ottawa are charged what is considered a deduction lest any part of that be borne by the people of Canada.

*By Mr. Caron:*

Q. For the patrolling of the driveways, is any consideration given to the fines which are paid to the city of Ottawa in that \$41,000? Does that include the fines and costs?—A. This is one of the things, Mr. Caron, that is in the very, very complicated deductions and negotiations which go on. Months were spent a year ago before the basis of those deductions was arrived at. For instance, a part of the criminal laboratory of the R.C.M.P. which is kept here for all Canada, part of that was in that calculation. It is only in respect, in the calculation of the fines, and that portion which the city gets as apart from the Provinces, that anything would come into that. The F.D.C. may lay a charge, but the F.D.C., as I have seen it from the Police Commission, with their patrols deal far more with the enforcement service such as keeping three ton trucks off the driveway and protecting them and so on; but whatever revenue is in our police costs and so on, the whole total is related to the city of Ottawa revenue and to the province of Ontario and we have to meet certain very heavy costs entirely. The province of Ontario requires us to meet entirely the cost of our magistrates etc., and there are all sorts of complications and negotiations between the province of Ontario and any municipality of Ontario before the residual amount which the city of Ottawa has available, or its net comes into the calculation as revenue from fines.

Our police department—you will see there is a very detailed tabulation in here in the statistical tables, and that it sets forth exactly how that calculation finally comes down to charge us that \$74,200 deduction. The tabulation is in the—can you give me the page quickly, of that, Mr. Lowther? Is that in the supplement or in the main one? It is in the supplementary tabulation whereby the \$74,200 is taken off.

Mr. LOWTHER: It is in the supplementary.

The WITNESS: Yes; in your financial statement, Mr. Chairman, table 2, we put \$74,000; that is table 2, and the details are there and you will see there that the Dominion benefits by one-third of the provincial grant to us. But I suggest that in the details of that we should be glad to have Mr. Lowther later on when you come to the question.

*By Mr. Richard (Ottawa East):*

Q. The maintenance of our courts and everything would be much heavier than what we would ever collect from the F.D.C. and the R.C.M.P.—A. Yes.



It is very small—any revenue from fines from F.D.C. charges. I think the important thing from the point of view of the national plan and the money we have in capital aid voted to us from the F.D.C., and then these deductions is to realize that in the roads deduction, the city is being currently charged to retire both principal and interest.

For all these reasons, the city urges consideration by the Committee of the non-payment by the F.D.C. of any tax-lieu payments on its properties and local improvements and yet these deductions from its municipal grant as calculated under the 1955 statute.

I think that is what we feel, again, Mr. Chairman, that the city should be assured 100 cents in the dollar of the money made available to the city of Ottawa for current funds or for the development of the National Capital plan under the statutes; otherwise here it is unfair to deduct from these funds for F.D.C. services and yet leave F.D.C. exempt from any payment.

The next paragraph emphasizes what Senator Lambert mentioned, that, apart from Capital plan fund—

Otherwise, it should be clear that all current tax-lieu payments to the city are matters of direct negotiation with the finance officers of the Crown under direct parliamentary and statutory authority.

What we have been trying to do in this brief is to take first this constitutional field of our municipal administration, as I say in the first sentence, and to set it aside from the work of this Committee; then second to take on this relationship with the Finance Department, as to our tax-lieu payments and deductions and F.D.C. non-tax earning, and to set that aside as something which concerns the city of Ottawa and the Department of Finance and the federal financial authorities.

I think it will help us think more clearly, if then we come down to the third phase of our relations what we think is the field for your discussion and consideration and recommendation in this Committee.

(iii) The third area of special financing is directly concerned with the National Capital plan and is one of *sharing, by the dominion of the heavy costs of capital works*, (as apart from tax-lieu payments for ordinary current and even ordinary debt charges)—on works undertaken by the city as part of, or as required by, the National Capital plan, earlier or in greater extent or cost than Ottawa—or any city of comparable population and resources would normally undertake.

Now, Mr. Chairman, may I read into the record here something that is very important in relation to this, falling within this discussion and situation. In 1918 the city of Ottawa when making a submission on this matter quoted from a Senate committee report on the District of Columbia, Washington, in 1835 referring to George Washington's plan, and I quote:

It is a plan calculated for the magnificent capital of a great nation, but oppressive from its very dimensions and arrangements to the inhabitants if its execution to any considerable extent is to be thrown on them.

Then may I read as follows from a motion in Parliament re Ottawa, of the Right Hon. Mr. King, then Prime Minister, on June 28, 1948:

That whereas the requirements of a national capital involve, from time to time, developments of a character beyond the municipal improvements ordinarily required in other cities;

And whereas the development of a national capital is at least in part a national responsibility;

And whereas the capital of Canada is designated by the British North America Act to be Ottawa;



And whereas the carrying out of planned improvements requires a clear expression of intention to proceed with necessary developments in a manner which will ensure continuity;

Therefore this house is of opinion:

1. That it is desirable that all developments of the capital should be in accordance with an approved plan which has regard to the position of the city of Ottawa as a national capital in the present, and to its probable needs as the capital of Canada in years to come.

2. That a special account in the consolidated revenue fund, to be known as the national capital fund, should be created to which appropriation may be made annually by parliament over a period of years of the amounts required from time to time to meet the costs of such projects as may be recommended by the federal district commission and approved by the governor in council for the development of the national capital and the surrounding area, in accordance with the plan;

3. That it is desirable that the work necessary to this end be under the supervision of the federal district commission distinct from its ordinary operations;

I was referring to the *Hansard* of June 28, 1948, pages 5972-73.

From there now we go on to the plan of provision in advance of need, etc., that fits under that formula, and if I may go now to the top of page 4, I read as follows:

Here the city bases its claim upon the undertaking, outlined to parliament by the then Minister of Finance (the Hon. D. C. Abbott) on November 14, 1949, viz.:

On behalf of the government, therefore, I now wish to make it clear that we are prepared to see *appropriate assistance* given, on the recommendation of the commission *in the case of those individual projects which are considered essential to the development of the National Capital plan and yet would not be undertaken*, at least *not in the same form or the same extent or at as early a date, if Ottawa were not the capital of our country* and it were not necessary, to have regard to the future development of the country as well as of the municipality. (Part VIII, p. 45).

It is most important that it be emphasized that that resolution came down to Parliament at the same time as the first payment under the Municipal Grants Act rather than under the statute; the Municipal Grants being for current, and the special votes being for national capital funds.

Mr. McIlraith and Mr. Richard were the people in the committee—and the records show it—who pressed for that parliamentary provision, but we did not get a formula for it from the F.D.C. until November 17, 1951.

The city records the effective progress made in this respect under the so-called "Sellar formula" (1951) of such payments in advance, admits the formula may now require reconsideration and adaptation for special terms for special projects but protests the position in which Ottawa finds itself, having relied upon this undertaking and now, faced with certain immediate heavy works (which were planned in good faith under this formula) sees the formula suddenly suspended and *nothing in its place* until the parliamentary committee reports.

That is the result of a minute of the F.D.C., and of a further letter to the city upon approach to the Minister of Finance for review.

*The city's immediately urgent plea is for the joint committee and the F.D.C. to agree (only in respect to any of these works actually projected for 1956), to recommend to the government, continuance of*

*this formula, or even another interim formula, to apply to these immediately urgent undertakings on which the city planned to begin in 1956.*

What we have done in respect to one which will be essentially one in advance of need for the big Public Works buildings at Billings Bridge is to—

*By Mr. McIlraith:*

Q. Is it your intention, Your Worship, to indicate the two projects you have in mind in these paragraphs, at some point in your submission?—A. They are dealt with in the brief, in the section dealing with water-works and the sewers. I understood and I felt that all those would come in the questions. Mr. MacDonald is here to show you exactly in respect to the water-works project, if you want to take it now.

Q. No, I do not want to take it now, but could you give the precise page reference to these projects? It would be most helpful.—A. Take the main brief, pages 45 to 48—"Advance of Need Formula for Capital Projects". It is from that page I have just quoted. Senator Lambert will see here page 45 of the main green covered document, right down there, the list of the projects and payments. We are jumping ahead of the Gore and Storrie report in the brief here because of this question. You will see here the projects on which we have already come to agreement. Then you will see the payments over the period of years and then if you will follow through page 46 and page 47—if, Mr. Chairman, I might direct Mr. McIlraith's attention, there is the particular water-works one.

Q. I just wanted a reference put in, at this point.—A. I may say to members of the committee that to show our good faith—I am sure, members of the board of control, you would want me to point out, though it is not for me here to advise, that the chairman and members realize that even if they wanted to borrow all that sum, they could not possibly get it or get the Ontario Municipal Board to load that burden on in advance of developments. These are mains. They will not start to bring any revenue until the lateral distribution lines begin. If you are going to have that water for these new public works buildings in three years, this work cannot start later than this year. So what the city has done is go ahead and take its portion of it, in this situation where we have been held up, and we have gone as far as \$700,000, to the very point where we can build for our services. What we are saying here is: "Change the formula, if you are going to, if this one is not good enough, but this has nothing whatever to do with the current tax-lieu payments". It has nothing whatever to do with the other payments: it has to do with the national capital fund.

Q. I did not want to go into the details but merely wanted a reference.—A. If, gentlemen, you will turn now—but before we go into it, at the bottom of page 4 of the summary, turn from there, put the figure you want there—"Civic Commitments, pages 45 to 48"—and if you will go from there to page 48 you will see there what the city of Ottawa's commitment is to go in the national capital plan.

On page 48, if you would mark that, you have a further reference.

Senator CONNOLLY (Ottawa West): I wonder if Your Worship would make one point at this stage.

Senator REID: Let us not get off the brief. If we get off it now, we will never get on again.

*By Senator Connolly (Ottawa West):*

Q. Are you required by municipal law to balance your budget annually?—

A. Yes and, as we point out, we are not like the United States—and this is one of the differences between us and Washington—but if I may say, in the



main brief, if you look at part 2, "Problems of Urban Municipal Government", you will find there developed for all the cities, the very different situation that a municipal government is in from a federal or a provincial in most provinces, practically all over Canada.

Q. Later on, could somebody supply the section in the Municipal Act which requires that to be done?—A. Yes. We have our debentures from 5, 10, 15 and 20 years and our debt charges on that.

*By Senator Reid:*

Q. I suggest we go ahead with page 5 so that we do not get off the track.—A. You will see in these first four pages of summary what the city has done. In our relations with the capital and the dominion government, *first*, there is this whole area of constitutional powers and responsibilities that we did not consider for discussion. If you want to ask questions, afterwards, the mayor is authorized to answer on that.

*Secondly*, we have taken these various financial relationships and shown where they belong with the Finance Department and what they are and where they belong directly in connection with the Federal District Commission and the national capital fund.

Now we come to the *third* and major area and I hope Senator Lambert will feel in agreement that this is the major objective of this committee. It is on page 5.

These phases of financial relations, in respect to F.D.C. properties and capital works, the City submits, merge almost inseparably into the third, and—*what the City considers—the main area and objective of the present Parliamentary inquiry—the actual physical development and beautification of the City of Ottawa as the Capital of Canada.*

The City's submission suggests that this problem has become in turn more complicated because of confusion of the City as the Capital, and the whole "capital area" or "district" in the National Plan.

The national plan and area development present different aspects and problems as these deal with (1) the city of Ottawa. The city of Ottawa is 47 to 48 square miles. There is the actual physical legal entity, everything that is the capital of Canada. Then you have (2) other municipalities in the province of Ontario within the national capital area—namely the town of Eastview, the village of Rockcliffe Park, the townships of Nepean and Gloucester whose immediate problems are contiguous to us; but do not forget there are three other municipalities having a lot of problems—the townships of Fitzroy, March and Torbolton. So you have the city of Ottawa which can deal directly with you. Then these other municipalities in Ontario. Then, a third area, the municipalities on the north shore—you have the city of Hull and all its other municipalities in the Quebec area. Then you have got the fourth entity. It is quite different in relation to development and everything: it is the projected Gatineau National Park. These four are the National Capital Area, about 900 square miles, which it is proposed to double to 1,800, roughly, in the enlarged plan. We are dealing with 47 square miles of the city of Ottawa. That city is roughly 11 miles now, if you will look at the map, gentlemen, 11 miles across from east to west and between 7 and 8 miles from south to north—annexed in the loyal and somewhat precipitate step that we took.

The city's submission deals, naturally and primarily, with its own status and problems as the capital and within the national capital plan.

The city submits that, acting in good faith, that the national capital plan would develop "from the city" outwards and that a rural-urban zone would be developed, *with justice to those living within its lands,*



took immediate advantage of the Planning Act (Statutes of Ontario, 1946, C. 71) and on *January 6, 1947*, the city council approved the creation of an Ottawa Area Planning Board practically covering the whole Ontario area included in the national capital plan (Part IV).

Now, if I might take you from there. We think that there is a great deal of confusion, through misunderstanding, of the Ottawa Planning Area Board and what the city's relation is to it. Because we are the designated municipality, we do not control it. Also, you will have noticed here, Mr. Chairman, that whenever we have met it, the city discards the expression "Greenbelt", which we think is confusing, misleading and a misunderstanding. We call it the rural-urban area zone. That is meant to be a gradation from urban density to rural living.

I ask you to turn from the end of that paragraph there to paragraph 1 on page 10 of your main green covered report. You will see where these boards fit in in the legislation of the province. No matter what you do or what we do, you have to work under that Ontario legislation.

In 1946 the legislature of Ontario enacted the Planning Act (Statutes of Ontario, 1946, chapter 71) which for the first time in Ontario provided for the establishment of area planning boards. The principal purpose of an area planning board is to insure the orderly development not only of the city but also the surrounding suburban area. The city of Ottawa lost no time in taking advantage of the new legislation and on *January 6, 1947*, the city council adopted a resolution favouring the establishment of an Ottawa Planning Area Board. The Minister of Planning and Development of Ontario cooperated in the definition and naming of a joint planning area consisting of the city of Ottawa, the town of Eastview, the village of Rockcliffe Park and the townships of Nepean, Gloucester, March, Torbolton and Fitzroy. Ottawa as designated municipality appointed the members of the board with the approval of the minister.

The province of Ontario did this on Ottawa's request, in loyal cooperation with the dominion's plan for the national capital area.

One of the first tasks undertaken by the new board was a study of the problem of unified administrative control for the urban area of the national capital. This effort was designed to cooperate with the efforts of the National Capital Planning Committee which had since 1946 been engaged on the creation of a master plan for the national capital district.

In December 1947, the Ottawa Planning Area Board submitted a report which emphasized the desirability of unified control of land uses, control of types and standards of building construction and all other phases of community planning, fire and police protection, water supply and distribution, sewers and sewage disposal, sanitation, transformer stations and distribution of electricity, transit, design of other public works, health and welfare, education and assessment. The report recommended that the area over which unified control should be established should consist of the city of Ottawa, the town of Eastview, the village of Rockcliffe Park and the townships of Nepean, Gloucester, March, Torbolton and Fitzroy and defined a minimum area and a maximum area for unified control. No definite recommendation was made on the manner in which unified control was to be established but two alternative methods were suggested, namely, annexation and the establishment of an inter-urban administrative area. The city council decided that annexation was the better solution and took steps in 1948 to achieve this result.

The report of the Planning Area Board was approved in principle by the Council of all the municipalities represented on the board.

Part of the problem of unified control related to local transit and electrical utilities. The local transit was in the hands of a private company known as the Ottawa Electric Railway Company and the electrical utility field was jointly shared by a private company known as the Ottawa Light, Heat and Power Company Limited and by a municipal commission known as the Hydro Electric Commission of the city of Ottawa.

Before we go on to what this board has done since 1947, will you turn to page 25 of your green coloured document.

In this setting the authority of Ontario remains supreme in the Minister of Planning and Development, and as a reference and appeal body, in the Ontario Municipal Board, under the provisions of the Planning Act.

Under this legislation, a local joint planning authority may be constituted for a designated planning area and one municipality therein is named the designated municipality. The mayor of the designated municipality is a statutory member of the Planning Area Board and other members are appointed by the designated municipality with the approval of the Minister of Planning and Development. Members of the Planning Area Board who are members of a municipal council must not constitute a majority of the members of the board.

Only one such member can be named under the act directly. The mayor of the designated municipality is a statutory member and is in fact the only statutory member.

I think that the reasons for a great deal of the difficulty that developed and persisted for some years between the townships and the city was that until August 1954 the county and the townships never fully realized that they could not name their own people, that the city of Ottawa's council had to name the people who would come from the municipalities. Gloucester does not name its reeve, Nepean does not name its reeve, it does not even have to be Nepean and Gloucester. It was for years Reeve Cruikshank of Rockcliffe. The city of Ottawa, its council, must name the whole nine of the board and then that must go to the minister for his approval. We really agree and nominate. The Board of Control in this case does not name; Board members are named by the council. When the county and the townships came to realize that, there was a much more cordial attitude and negotiations with us to agree on these people.

*By Senator Lambert:*

Q. Would that not be the responsibility of the Ontario Planning Board in Toronto, to see that the municipalities affected were represented on that Ottawa Planning Board?—A. I would say, yes, Senator, but where are you? With a township—we are speaking in political realities—which has 11,000 people and when another municipality in the area “wants on” and has 25,000, the representatives of the legislature from Ontario are apt to count heads as to the nomination. Also, a warden of a county, that is, in another township, may have more opportunity or be a much more powerful person as a member. So we had a great deal of correspondence before we got this reorganization that I am dealing with—not reorganization, but appointments and personnel. So that the thing that is not understood is that the mayor of the designated municipality must be on the board and with the mayor here can therefore be only three other elected representatives from the entire area, because non-elected members must have the majority vote in the Planning Area Board. Therefore, the city of Ottawa obviously with a quarter million population and 30,000 acres has to have one other than the mayor on there. We formerly had



two, as well as the mayor as I will develop here. Then all the other municipalities had only one. That was until we agreed to forego one.

Q. How is the Federal District Commission represented?—A. No, that is one of the points we have to mention. I will read this, if I may, because I think it is most important to your understanding of our relations, the Planning Area Board, the Federal District Commission and the townships.

*By Senator Reid:*

Q. Does that mean that the non-elected members control the board?—

A. Yes—and that it what makes it—

Q. That is a very important point.—A. It is a very important point and that is under the legislation of Ontario. May I say that part IV of this deals with a complete section, done by the city solicitor, setting forth in great detail the Planning Area Board and all its functions. If you want to mark that down—I am reading from page 25 which is part of our presentation, but the reference is more fully developed in part IV.

As more fully developed in part IV, Ottawa sought and obtained an Ottawa Area Planning Board to include the city, the town of Eastview, the village of Rockcliffe, the townships of Gloucester and Nepean and of March, Torbolton and Fitzroy, the area included in the "national capital area" on the Ontario side.

What follows is most important, to show what the city of Ottawa has given up in attempting to get this working.

The city originally had the majority of direct representatives from elected or citizen personnel on this board.

They had the mayor, they had the controller and they had an alderman as it was set up, so there was left to all the other seven municipalities, one person. That was the situation until 1954. Seeking to advance further every possible mechanism of integrated discussion and planning—that was by action of our own council—the city surrendered one aldermanic appointee (retaining one controller member in addition to the mayor) in order that the Carleton County municipalities might have two elected members, whom the city has consistently proposed as the reeves of the contiguous townships of Gloucester and Nepean.

In order to allow the two reeves to be two representatives, we gave up one alderman.

The city has with the minister's approval appointed as its citizen representatives—we have gone further than Mr. Sellar—the chairman of the Federal District Commission (with F.D.C. technical staff as alternates but not voting); the chairman of Central Mortgage and Housing Corporation and the Auditor General of Canada. By consent of the Ontario minister, also the deputy minister of public works for Canada may sit as a consultant on the Ottawa Planning Area Board.

Members of the committee, it was not acceptable to the government of Ontario, nor would they accept it today, that the chairman of the Federal District Commission, that the president of the Central Mortgage and Housing Corporation and that the Auditor General of Canada should sit on the Ontario Planning Area Board as such. Do you realize that they can outvote the entire elected representation from Ottawa City? The Province required us to name the citizen members who must be resident in that area and we named Major-General Kennedy, a citizen of the village of Rockcliffe, so as a matter of fact General Kennedy is there and the county of Carleton has three now, more than the city of Ottawa—these two reeves, plus the resident member, a citizen member resident in Rockcliffe. The Province allowed us to name first Mr. D. B. Mansur, and, after his retirement, named Mr. Stewart Bates, for C.M.H.C.; he is also a resident of Rockcliffe. We named Mr. Watson Sellar, Auditor



General; he is a citizen representative of Ottawa. The province of Ontario does not recognize or accept on that Ottawa Planning Area Board any of these people in their official capacity, though the city of Ottawa has given away its own majority vote and citizen representative to do this. Now, we have on there one other citizen member, Mr. Vien, he is a citizen and he is one of the most prominent members of the Nepean area though he lives 500 feet or yards within the city. Therefore, we have effected here an attempt at round table conference planning that is, by using officials as people under the legislation and at the sacrifice of the City, so that the Planning Area Board is: the mayor, Controller Nelms; we gave up our alderman; Mr. Vien, who is chairman; and the two reeves; and those citizens who are key officials also.

The city has set up, and provided with competent technical staff, the Ottawa Planning Area Board entirely at its own cost and it recognizes a technical advisory committee from the county as well as its own T.A.C. That is something which we had great difficulty in getting the province to recognize.

In order to get better planning and cooperation in the county and the city, while the board meets as one, we set up these two technical advisory committees. The people in the county set up their own and we in the city set up ours. If there is a subdivision or anything of the nature of a project dealing with the city of Ottawa, the city of Ottawa T.A.C. deals with it. The city T.A.C. does that and submits its report to the planning board and we vote as a unit. Mr. Viens is Chairman; Controller Nelms is a vice chairman of the Area Planning Board, as is Reeve Moodie of Nepean. But if the plan is outside the city of Ottawa, the technical committee outside the city deals with it. If it is a boundary road or a subdivision part in the county, part in the city, the two technical committees meet together and attempt to make a joint recommendation.

As already developed, applications for approval of transfers of land and all developments and subdivisions within the Planning Area Board must go through the Ottawa Planning Area Board but any persons aggrieved may apply directly to the minister or the minister himself may refer any plans to the Ontario Municipal Board and their decision is final.

Controller Nelms was reminding me only yesterday of a situation that had arisen. The Board of Control, the Planning Area Board and the subdivider were all in agreement and we sent the plan up, nobody asked to have it referred to the municipal board and the minister referred it to the Ontario Municipal Board. It does not matter what you have got here, the Federal District Commission or any other body, the Minister of Planning and Development of the province of Ontario is supreme under the Act, and if his right is questioned or his decision, any of us may go—anybody may go, citizen or other, to the municipal board or the minister may go, but the municipal board of Ontario makes the final decisions when there is dispute.

You may go back from page 26 again to page 5 of your summary. I am trying now, Mr. Chairman, because of the way your evidence has run, to give you the questions and information we think you will want in a different sequence from what would have happened if we had given you a picture, that is, all this discussion in the beginning. We are trying now to show you where in the brief the answers are to some of the questions which have arisen in the proceedings. So if you will go in the green covered report to page 16, the second heavy paragraph says:

The Ottawa Planning Area Board has, with 4 exceptions, 3 of which were insignificant, consistently refused to approve of urban type subdivisions in the area designated as a rural-urban zone (green belt) by the Ottawa Planning Area Board. Here again appeals have been taken by developers to the Ontario Municipal Board and that board, refusing to recognize the rural-urban zone as having any special character, has

on several occasions approved of large urban type subdivisions in this transition area. The Ontario Municipal Board has expressed the opinion that these subdivisions can be adequately served for water by wells and for sewer by septic tanks apparently disregarding the inevitable day when the density of building has reached the point where wells cannot supply the water needs of the population and the earth can contain no more septic tank system without endangering the health of the community. At this stage a cry will go out for city water and sewer services to supply an area and a population for which they were never designed and which they cannot supply without extensive redesigning and reconstruction at a cost beyond the capacity of the city to bear.

Here may I add that not only have our legal officials appeared before the municipal board but in several of these cases we have sent the water-works commissioner, the health officer and the director of planning and works and the sewer engineers, to give evidence along this very line. And yet the survey of the provincial health department has agreed: "Oh, it is all right" and what happens in many a case? In two or three cases now, I think, they have told the subdividers in the Greenbelt: "Put your water pipes in and your sewers in, to the design of the city of Ottawa and the size of the city of Ottawa." So when this disastrous day of installation comes, it will be linked to the city of Ottawa. One of these plans I think now is for 900 houses, and there is 2 or 3 miles intervening between this city and that subdivision. What is happening today? Squatters are taking up places along there and the city of Ottawa is getting nothing from them but will be forced to link them up to protect itself.

*By Senator Connolly (Ottawa West):*

Q. What township is that in?—A. One is in Nepean, one is in Gloucester.

*By Mr. Blair:*

Q. Not an annexed area?—A. That is the next thing I am going to deal with, to show you what you have got. Ottawa is utterly different from any other city with suburban growth within its periphery. If it might make this next step easier—oh, there is another thing that is important in respect to this, that we have argued before the municipal board and that, quite apart from the national capital plan is unsatisfactory. One of the examples may be taken from one city plan. The subdivider goes in, he has money, he puts in a water system and septic tanks but he puts the water system in to service 500 homes. Then he sells the homes and who operates the water system? The private company get out of it. Now, what has happened in this subdivision? The private system is faced with disintegration and difficulties, and the areas are running dry and who will solve the problem? (Mr. MacDonald will be prepared to answer questions on this phase later.) The wells have to go deeper, they affect the whole water table, but what happens? The people get an increase of \$20 to \$30 for one year in their water rate if water is assured, where they would get that water rate from Ottawa, for very much less.

Then, we have one of the big battles that come on in the Planning Area Board, which is that the majority vote in the Planning Area Board has tried to hold up two or three of these big subdivisions until the two townships make this agreement, that the subdivider will put the water in and by bylaw the municipality will agree to take in and operate these systems as a public water supply. Then, if it breaks down, the municipality will have to float the debentures and take over and the whole thing does not come here to the city. But in this whole national plan what is fundamental is this legislation and the fact that there is planning legislation of the Province of Ontario.



*By Mr. Philpott:*

Q. It seems to me Her Worship the mayor has raised the most important point that has come before this whole committee yet this year. She makes it very clear that the Ontario Municipal Board decisions have in effect nullified the whole intention of the federal capital plan. If that is the case, if this joint committee of the House of Commons and Senate is up against a proposition of that importance, I think we should all realize from the start that we are wasting our time on a lot of this business.—A. May I correct that in an important aspect? It has, I would say, nullified the present concept and practice and application of the Greenbelt proposals of the Federal District Commission—which is quite a different thing. I do not want to jump ahead to that. It follows in its place. The Ontario Municipal Board has nullified the efforts that have been made in these different ways, because they do not recognize, nor can the legislation, nor in effect does the city of Ottawa or any municipality recognize the national capital plan as the official plan, Mr. Philpott. The national capital plan is an over-all plan. We have accepted it in principle and you will find one of the major parts of our submission deals with it.

Q. Yes, but may I get this point very clear, because it seems to me to be the most important thing which has come up before this committee this year. Regardless of this legal technicality, this federal district plan is an over-all plan for the whole area. As you have made it very clear in your evidence here this morning, you are willing to go along with this federal plan, regardless of the technicalities. You are trying to do your level best?—A. No, we have only accepted it in principle and we have tried to hold the area, by using existing legislation.

Q. In the specific point you mention?—A. In agreement on subdivision, yes.

Q. On page 16, as you made it very clear, the Ontario Municipal Board has made rules which are directly contrary to what this plan tries to do?—A. In respect to this subdivision, yes.

*By Senator Lambert:*

Q. I think in that case the township of Nepean representations bore that out, too?—A. The townships, when outvoted in the planning board, have gone to the municipal board. On the other hand, in certain cases where the townships and the Planning Area Board were in agreement, individuals have gone; because they feel they did not get the consideration, as Mr. Philpott pointed out, from the Ottawa Planning Area Board. Therefore they went to the municipal board and they got the decision from the municipal board. I understand that three more big subdivisions are likely to appeal to the Ontario Municipal Board from the decision of the Ottawa Planning Area Board, this week. It is important to look at the whole plan there. Just purchasing the land by the F.D.C. and selling it is not going to answer the problem.

*By Senator Connolly (Ottawa West):*

Q. You are arguing also that the provisions of the Gore and Storrie report are valid recommendations?—A. I am dealing with this picture of the Planning Area Board, just as Mr. Philpott has got it and some of you also. There is the position of Ottawa in it and what we have done and the general impression there is in these unannexed areas is that Ottawa sat down with the big stick, that it—the Ottawa Planning Area Board—is the city of Ottawa's creation. The Ottawa Planning Area Board we name—the mayor must sit on it—we have given up all we can on it, we are left with two voting members of our own on it, we have done every mortal thing we could and we have tried to work this thing and, I bring it up further, to answer Mr. Philpott's question. I want to deal with this other point before I leave it and to show the



difference, that there is only one answer under existing legislation. That answer is an official plan. An official plan is not a Federal District Commission plan or a plan that can be worked out by any one but by the Planning Area Board. It must be an official plan within the meaning of the legislation of Ontario and what is involved in it. As I shall develop later, the city hoped we could get some partnership to discuss the problem. That is one of the things which might be dealt with at some length as I think is a most important thing with respect to Ottawa which is different from every other expanding city. The Board of Control is most anxious that this point should be made from the very first, that is, that it has been said that every city in Canada, every large city, is faced with this same periphery, trying to keep its transition zone and therefore why should Ottawa be given special consideration, why should there be some special provision in this, to cover these unoccupied areas, these unserved areas, since we are in the same position as Hamilton or Toronto? Every city is bursting into suburban areas. We want you to look at that map and see that we are in an utterly different position, as we point out in the report, in that, I would say, we are the egg with a double yoke. We are the only major city in Canada who were ill-advised and precipitate enough, with two other choices before us, progressive annexation, or, on the other hand, an endeavour to work out our partnerships with the other municipalities in a gradual metropolitan area, to choose annexation of the whole. On that map, could you just show what we did by resolution of council? The material that is before you today, that was before the Gordon commission, is material which should have been prepared and before the city and before the townships and the province of Ontario and the Federal District Commission and the dominion, before annexation ever was embarked on. You will see that position indicated by the red line (pointed out on map). That was the City until January 1, 1950. There was your situation, with 170,000 living on 6,000 acres. We applied for annexation. Rockcliffe and Eastview would have nothing to do with it. Rockcliffe is a completely self-governing incorporated village, self-contained, which cannot even get the garbage out without going on our streets, and cannot get to the River without going through Ottawa. There is also other misunderstanding as to Rockcliffe Park which belongs to the city of Ottawa, Rockcliffe Park itself. Now if you go south, you have the town of Eastview, 20,000 to 30,000; again entirely self-contained but with many streets, etc., border streets.

Some of the hottest letters I have had from members of parliament about bad housing are on the side of Beechwood Avenue which is in Eastview and not in Ottawa. There is all the cursing about the narrow Montreal Road but the major part of the Montreal Road is in Eastview and not in Ottawa, immediately contiguous to us.

Now, if you take the other huge area, just there where the pointer is (pointed out on map), to the south and east around Cyrville—that was included also in our application or discussion. That was in Gloucester township, because if we do the sewage plan, we can only get through to Green's creek at the border of the city by crossing this area. You then come down far south right over westward and then follow the Rideau River—all east of it was annexed from the township of Gloucester. This is most important, an annexation order was applied for to take in this larger area later amended. Do you see where the railway line is over there in the southwest, over in Nepean township, down south of the railway line? The annexation was to take that as well as this other part of Gloucester, because you have the big veterans' land development there, the whole of St. Clair Gardens, the whole village, 400 or 500 people, all completely urbanized in this township. But the township opposed and the order was amended by the Municipal Board and the

other boundary, the present one fixed, leaving this area in the township of Nepean. Ottawa, with its 6,000 acres made a fivefold increase to 30,000 acres. So Ottawa has an enormous suburban area in itself with thousands of acres unserved. We have that open land annexed within the city, to a greater degree than any other city in Canada. Very few have that proportion of unserved land in the entire suburban area. So what is happening is the leaping of this enormous city area into yet another great suburban area beyond the city boundary. That is what we have to deal with, that is the situation in Ottawa, with the intensive development by the Department of Public Works and the Federal District Commission and the city too often unrelated. With everything we can do in controls the answer is in the intensive development from the centre of that enlarged city out—that is where priority must come in services to serve the inner unserved areas.

*By Senator Reid:*

Q. Included in that is the Greenbelt?—A. Very little of the Greenbelt is in the city. The Greenbelt is in the south of the city but mostly in the townships. But the Greenbelt has been altered. I agree it was altered without sufficient consultation.

*By Mr. Blair:*

Q. On page 26, I am concerned about this divided authority. We have to get on with this. You say: "One of the principal duties of a planning area board is to prepare an official plan for the area..." You go on to speak of an official plan. Would you elaborate on the last sentence: "It (The National Plan) cannot govern and indeed is not applicable to land use."?—A. To understand that, Dr. Blair, I think you have to come to the zoning first. It is on page 16. After the zoning I shall go over to pages 16 and 17 to the official plan.

Q. What I am concerned about is who is who in this matter, where Ottawa is looking for authority. We can see the attitude of the various people concerned.—A. The national plan, especially if it is going to cover 1,800 square miles, is a plan drawn by a planner who is an "architect" for bridges and highways and all this sort of thing—the official plan is for actual community living under your planning and development legislation. It is the plan for the rights of the quarter million people in the city of Ottawa, and tens of thousands nearby, as to where they are going to live and how they are going to live, on land that has been used for 125 years by them or their forebears as farming land or has been used for other purposes. Instead of that official plan worked out by us, the trouble is somebody goes to the city of Ottawa or the townships of Nepean or Gloucester and puts an overlay on a whole area and says, in effect—a park here, a roadway there, those 20 houses, 20 fine farms with their homes, are to be demolished or moved out of there. It is said in effect that that is nothing but buying up land, nothing at all in human rights; you just expropriate them and rip them down, or you acquire by option and do what you want with their and our land. What must be first done is the land use must be settled first by those who own it and their own community. We can come to partnership if there can be consultation and partnership. But the official plan must be a plan worked out, a true factual plan under our provincial act, by the people who have been trying to get land use settled for the city of Ottawa and for the townships. While it is a capital city, you cannot take Ottawa as you might take Canberra or as you might take Edmonton or one of the newer cities. You have an old, old city, settled, you have this other thing—Ottawa cannot be conceived of without the city of Hull on the other side of the river in the Capital Plan but as to distinguishing it from



the official plan I would rather lead up to that, if I may, through zoning and then I think we can show you the difference.

Mr. MCLRAITH: Mr. Chairman, I think this would be a good time to adjourn.

The Presiding CHAIRMAN: Very well. We will adjourn until 3.30 this afternoon.

## AFTERNOON SESSION

3.30 p.m.

14TH JUNE, 1956.

The CHAIRMAN: Ladies and gentlemen, we shall resume the reading of the brief from the city of Ottawa. We were at the last paragraph on page 5 of the so-called "road guide" to the brief and I now call on Her Worship Miss Charlotte Whitton, Mayor of Ottawa.

**Her Worship The Mayor, Dr. Charlotte Whitton, C.B.E., recalled:**

The WITNESS: Mr. Chairman, before I go on may I put on the record two sections of the Municipal Act to which Senator Connolly raised a question when I said that the municipalities of Ontario could not budget for a surplus or for a deficit and that we have to budget entirely within the current. I shall give this to the reporter. It is section 308 of the Municipal Act, as enacted by Section 33(1) of Chapter 48, of the 1955 statutes of Ontario:

The council of every municipality in each year shall levy on the whole of the assessment for real property, business or other assessments made under the Assessment Act, according to the last revised assessment roll, a sum equal to the aggregate amount of the rates necessary for payment of the current annual expenditure of the corporation adopted under section 311 and an amount sufficient to pay all debts of the corporation including principal and interest maturing, and the necessary amounts required to be paid into the sinking fund, within the year.

We must raise that whole amount under the levy.

Then section 311 of the Municipal Act, to which reference was made reads as follows:

(1) The council of every municipality shall in each year prepare and adopt estimates of all sums required during the year for the purposes of the municipality, including the sums required by law to be provided by the council for school purposes and for any board, commission or other body, and such estimates shall set forth the estimated revenues and expenditures in such detail and according to such form as the Department, may from time to time prescribe.

That is the Department of Municipal Affairs of the province.

(2) In preparing the estimates the council shall make due allowance for a surplus of any previous year which will be available during the current year and shall provide for any operating deficit of any previous year and for the cost of collection, abatement of and discount on taxes and for uncollectable taxes and may provide for taxes which it is estimated will not be collected during the year.

*By Senator Reid:*

Q. That is exclusive of local improvement collections?—A. Not the city section of the locals? No, the locals themselves are under debentures.



Q. It includes the city's share but it does not include the ratepayer's share?—A. That would be under debenture entirely for principal. I want to assure Dr. Blair that when I get over this, all the financial section, land use and control is in one section further on.

I left off with the presentation of the Planning Area Board and the legislation which made it possible in 1946 and 1947, and I followed the board through to its present form. Now I go back to the last paragraph on page 5 which reads as follows:

In December 1947, the O.P.A.B. submitted a report emphasizing the desirability of an "area of unified control" setting both the minimum and maximum area for:

- (1) Unified control of land uses,
- (2) Control of types and standards of building construction and all related phases of community planning,
- (3) Fire and Police protection,
- (4) Water supply and distribution,
- (5) Sewers and sewage disposal,
- (6) Sanitation,
- (7) Transformer stations and distribution of electricity,
- (8) Transportation,
- (9) Design of various public works,
- (10) Health and Welfare,
- (11) Education,
- (12) Assessment.

The area suggested for control was the entire area covered by the O.P.A.B., and two matters were considered (a) an inter-municipal or "metropolitan" area so administered, (b) annexation.

*The City Council of Ottawa on May 17, 1948, decided to apply to the Ontario Municipal Board for annexation of the minimum area, in the township of Nepean, and in 1949 for the minimum area in the township of Gloucester, deemed essential to this unified control.*

Both applications were ultimately granted (excluding the Town of Eastview and the village of Rockcliffe Park), to become effective January 1 and January 2, 1950.

The city's area was thus expanded from 6,109 to 30,482 acres, or five fold, while the population increased only by 30,000 and the assessment by 19 to 20 percent.

Those are the basic figures emphasizing what I said this morning that we have this terrific area within another suburban area, and if you will turn in your green-covered report to page 20, and take pages 20, 21, and 22, the members of the committee will see what the city of Ottawa has initiated in partnership with the federal government and cooperated in carrying out.

Ever since the National Capital plan was officially identified—I shall develop later the difference between it and the official plan—we have tried in every way for the works that were basic to that plan's area to do our utmost, I would like to add to the bottom of page 20, to that \$934,283, and to the federal assistance grants,—that I think it is fair to say that in addition it should be noted that the federal government bore the cost of traffic removal and improvements on Wellington Street and the Chaudiere Bridge as part of the Chaudiere-Wellington development between both provinces and both cities, and that should be added to this total. It will also show to Senator Lambert quite clearly the federal assistance grants; and you will note pages 20 and 21, and you will see there, for instance, that when you take a bridge or something like that, the federal help may come in on one part and we may have

the widening and the approaches entirely, or shared; and what I want to point out here, and what the city wishes pointed out on page 21 in the second last paragraph, is that:

It will be seen from the foregoing that the city has financed over \$28 million for major development projects and utilities in the past ten years and that the federal government's contributions towards eligible works will, in the aggregate, approximate about 13·7 per cent of this total.

*By Senator Reid:*

Q. Is this \$28 million over and above the money which the city received as municipal grants?—A. These are capital aid grants. These are different payments; these are those advance payments which are not paid to us except as the work progresses. Mr. Lowther tells me that this is for the lifetime of the project and some of them may be paid as interest in sharing our interest on the debentures over ten to twelve years as the work is completed and it is paid; and that is what, in these major projects for the lifetime of them, the aid will be. This is completely in relation to works that are either in advance of need or national capital works over ordinary municipal works.

*By Mr. Philpott:*

Q. That amounts to about 13 per cent. You get about 13 per cent from the federal government?—A. Federal government.

Q. What is the ratio of federal property to total property?—A. I believe I deal with that in the summary. Twenty to twenty-five per cent and then there is also, Mr. Philpott, what is much more important, I think I mention it further on, the assessment value in relation to federal property is \$105 million against our taxable total of \$377 million. Then this is the section I think which most concerns you, as it concerns us, at the bottom of page 21:

Either directly or through its local boards and commissions, capital improvements for extension and improvement of services and facilities to the extent of \$82,400,000 have either been carried out in years 1945 to 1955, or are presently authorized and in progress.

Senator REID: It is \$92,400,000 here.

The Acting CHAIRMAN: Senator Reid, it is \$82 million.

The WITNESS: There was an erratum sent through.

If you go down the list there is our city hall which is alluded to but in this whole total you could only say that the hospital, the city hall and the schools were not related to the enormous development we have seen as part of the capital area and our appendix on table 7 will give some of the details you were asking for—a statistical table. Very full details are available there.

Of particular significance in this regard is the extent of such services and expenditures that occurred directly as a result of annexation of parts of Nepean and Gloucester townships as a first and primarily important step towards implementing the provisions of the national capital plan.

As part of the terms of annexation, the city assumed approximately \$1,400,000 in debenture debt of the townships of Nepean and Gloucester, covering improvements then installed in the annexed areas. Since annexation, expenditures and additional authorized commitments to date in 1956 for services in these areas amount to almost \$36 million.

Thus the remaining sections of Gloucester and Nepean were not left with that debenture debt. When we annexed we took that in with that area.



That Mr. Chairman was what I meant this morning by saying that we in Ottawa are as it were the egg with the double yolk. Other cities have that proportionate amount through suburban areas. We have done that within these annexed areas and yet that is being overlapped in the development area so we are faced with a double barrelled obligation. This total of \$36 million includes \$10 million for schools, \$8,600,000 for water-works facilities and services; \$13,500,000 for major trunk and local improvement sewers; \$3,600,000 for roads and \$300,000 for sundry services.

Every detail of that is in table 8.

Thus out of a total of \$82,400,000 of authorized expenditures on capital works undertaken by the city in the period 1945-1956, \$36 million or almost 44 per cent has been on services in the annexed areas.

Members of the committee I am sure you will agree that it is fair and just that that should be looked upon as part of Ottawa's loyal, faithful effort to develop the national capital area because take that little old city within the red line, 6,000 acres with its 160,000 people there. It was reasonably comfortable. This burden now, everything, is due to this enormous annexation that was thought to be the best way of preserving that great basis of 30,000 acres for a national capital.

There is another thing to be remembered from the point of view of the city, Mr. Chairman and members, and the point of view of the development of any plans. There may be a national capital plan, there may be plans in respect to public works, the Federal District Commission or other plans, but no matter how desirable are the works and commitments that the city may want, no matter how they may appear, as I say, desirable in the capital plan it is not always financially practicable to proceed with some projects which may be subject to the provincial grant unless or until approval of the grant is given by the appropriate provincial authorities.

When we come to the Queensway we will develop that but the city of Ottawa and no municipality in this area no matter how great its anxiety or what its wish can with any sense of responsibility commit itself to saying, for instance, that it will come in on a national plan bridge at \$5 million or \$6 million or so, we must clear first with the province of Ontario in respect to the plan, the location of the work, the priority which the Province attach to that and whether it will approve the work and approve the grant or subsidy, and items in regard to the approaches. That may not be left out of our thinking and consideration, because the fundamental element in relation to the municipality, its work and improvements, is the province which has the authority to dissolve us tomorrow; it can step in in the municipality and take over everything in our works. So we must clear even at the very first stage with the province apart from local improvements.

That burden is what we have carried since, but even before annexation going back to the fifth paragraph on page 6 of the summary Ottawa was doing its part for the greater area:

Meanwhile, however, the city had taken major costly steps to assure several phases of the unified control in the basic services and framework of what would be beautified and developed as the national capital.

For unified transit, in August, 1948—this is before annexation—the city of Ottawa purchased the Ottawa Electric Company for \$6 million and later with annexation three independent bus lines spreading far out in these areas—the Eastview the Nepean and the Uplands lines. The Ottawa Transportation Commission was created to operate the system.

There is a map here. If members would like to study it at their convenience they will see what this has done to our transportation system. Some



of our lines are running as far south as beyond the limits of the city. I am just drawing your attention to this at the moment.

For unified power facilities in December, 1949, the city acquired the franchise and physical assets of the Ottawa Light, Heat and Power Company Limited for \$7,600,000 and merged their operation with the city of Ottawa Hydro Electric Commission.

Details of the Hydro are set forth in part 4, as are details of the O.T.C. in the main report.

Therefore ahead of annexation and as soon as we could, and when the outlines of the national capital area became known, the city of Ottawa took upon itself without waiting for assistance on capital works, or guarantee these two enormous obligations to unify the transport and power system which were being pulled apart.

Incidentally, Mr. Chairman, may I say that this morning I forgot in the planning board to mention the fifth citizen member of the Ottawa Planning Area Board. In an endeavour to ensure unification in the planning on the board we appointed as a citizen, Mr. Stanley Lewis, the chairman of our Hydro Electric Commission who was mayor of the city for 14 years. We got the consent of the province. (Somebody asked me who the fifth member was.)

For unified water supply and sewage disposal in August, 1948, the O.P.A.B. engaged Gore and Storrie to make a report finished in July, 1949. The cost was carried two thirds by the city and the F.D.C. and the other third was shared by Gloucester, Nepean, Eastview and Rockcliffe Park.

You will find a full report of that appearing in part 4, the full report on page 11, I just suggest you note it there for reference. I do not intend to read it into the record now but the city is anxious you should have it. It is quite a large matter.

This report recommended unified control over all water supply and sewage disposal, the city of Ottawa waterworks on Lemieux island as the centralized source of water supply, universal water metering to reduce waste, separation of drainage and sanitary sewerage service, prohibition of sanitary sewage and industrial waste from the Ottawa river, upstream from the Chaudiere dam; first, a complete system of extensive collector sewers, a large Ottawa river interceptor and outfall sewer to terminate at Green's creek with (second) a treatment plant later.

*By Senator Reid:*

Q. How much of that has been carried out?—A. On page 12 it is set forth. Then, over on page 29 is the detail. On page 30 the major area; and then on page 31 you will see the following works have been completed: storage reservoir, Carlington Heights; then 42-inch and 48-inch feeder mains; 48-inch low pressure supply main; relining existing 51-inch high pressure and lower pressure mains—\$3,700,000. That advance of need has been applied to those in the amount set out—and then there should be added an insertion in there, and I shall give it to the reporter. Here you will see, if I may read that paragraph on page 31, that the extent of payments was equivalent to interest charges for a period of 8 years. This help is appreciated and has underlined the close partnership and mutual interest of the government and the city in the development of the national capital. No assistance was required for such works as can be considered normal to the city's municipal function. I would like to read in an additional paragraph that should be in there: "One outstanding example of the city's integrity in carrying to the utmost of its capacity, even extraordinary municipal costs has been the completion (1952-55) of universal metering in a

shorter period of time than any city in North America." That is true; that whole terrific area and not only the city. "The cost was met entirely out of current water rates revenue to the amount of \$930,000 for installing 28,303 meters, bringing total meters to 36,990." We sought no help from anyone, and the rate comes down the first of July. We are reducing the water rate by 7 per cent. "This has conserved water supply and made it possible to defer, possibly until 1960, the completion of a second filtration plant, and so forth. It has thus allowed the city to proceed either wholly or on its own, or in partnership with the federal government, on other urgently needed capital works."

Now, on pages 31 and 32 are the full details which Mr. McIlraith asked for this morning on the Billing's Bridge feeder. We could not do some of these other works until those main feeders went in; so, we have put in there, as you will see, in addition to the metering roughly \$3½ million of works, \$4,361,000 recommended for immediate installation, or a total of \$7¾ million, either constructed or under immediate reference for authority for construction.

The sewers are on page 36. You will see that whereas they were set forth at the top of page 7 of the summary—the sewer and water—you will see that sewage alone, with the growth and increase in costs, at page 36, will cost \$33,350,000 to finish. We have in there the \$3,932,000 that we have completed of that.

If we may go back to page 7:

Thus it cannot be too often repeated that the whole overwhelming burden assumed by the city of Ottawa in adding the 24,375 acres of the annexed areas to the compact, reasonably well serviced 6,100 acres of the old and comfortably ambling City area was based on the understanding that these acres were to become the capital, with integrated municipal and federal development from the centre to the boundaries, and with gradual urban-rural gradation from the outer limits of the city to the surrounding areas. These various public utilities and works were to be correspondingly unified and expanded in an orderly manner from the centralized services, outward. Because, to serve this capital base of the enlarged city with an anticipated urban population of 350,000 dwelling thereon, these works would have to be of an advanced date and of an extent far beyond any immediate need, the principle of special capital works payments so to develop the capital itself was of the very essence of the understanding on which the old, smaller city of Ottawa proceeded.

May I just show you how that is the other side of the coin of Federal District Commission or national planning. May I refer you to one paragraph on page 57 of the main report. It is the second paragraph. You have dealt in the Federal District Commission with all their works. We point out in this paragraph over and above these essential works here, the construction of these works alone is not the whole picture. Ancillary works, such as bridge approaches, widening existing access streets, creating new traffic arteries outlets, provision of connecting and interceptor sewers, will all be necessary to enable the major improvements listed to fulfil their intended function.

That includes anything that the Federal District Commission brings down as a beautification, as part of the national capital plan, that is carried over and above these ancillary services for all that we have to fall back on the municipality.

To go back then to page 7 of the summary, I quote there the Gore and Storrie report, which puts it thus:

An essential factor in the development of the works herein recommended is the need for a sound policy of unified control being exercised over the whole urban area. With a land area nine times that of the existing City of Ottawa the necessity of a sound and



economical plan of development is a matter of major importance if heavy capital expenditures are to be avoided until such time as the development warrants same.

If the development proceeds in widely scattered sections of the urban area, the cost of providing services might prove prohibitive. The development as far as practicable should be so controlled that the expansions will radiate from the works herein recommended. (Part IV p. 12).

I gave you references on page 12 where you will find the Gore and Storrie report summary.

Now, there is on pages 6 and 7 of the major report something of the background of the city and its population and earnings. I would like to direct the committee's attention to the third paragraph on page 7. That is an element which so far seems to have been left out of our discussions. That is, that just as your sewers, your highways and waterways have to be on a scale to serve a greatly enlarged capital area so, because you are the national capital, is the cultural development such as the auditorium, music hall and that sort of thing, natural need is beyond the City's powers. While our people, as we say here, have the population with the endowment and the grace and the ability to provide these cultural interests and effectively to administer them, you have not here industry or wealth or any resources that allow you to do so from the people and the city, if you are to erect your capital cultural structures like an auditorium and so on, of the capacity you want for the capital, except as part of capital development. We would be capable of putting up a small auditorium. We would not be capable of these grander structures. But if what is desired here are these great national structures consistent with the dignity and culture of the country, well, they are beyond the population of this city with its economic and social background of resources. All that has to be provided for and thought of and shared as part of the national capital development.

Now we come to this next important section. At the bottom of page 7—"Land Use and Control Within the Capital Area".

*By Senator Reid:*

Q. Are you speaking of the national capital area?—A. Yes. Throughout I referred to it as it was delineated at first in the plan and as it was covered by the Ottawa Planning Area Board.

A major part of the submission of the city deals with land control and use as essential in meeting this warning in the Gore and Storrie report.

A substantial section of the brief sets out the comprehensive subdivision controls the city has been developing and the full extent to which it has sought to use Ontario planning provisions to preserve the capital area.

Without going on to page 8, we will go, with your permission, to what Dr. Blair wanted this morning. I propose to read in the sections in the main brief which deal with these very important matters. I would like to take first the first two paragraphs of the main report, page 25. It is headed "Annexation".

## PART VII

### CITY OF OTTAWA FUTURE DEVELOPMENT PLANS

#### 1. Annexation

While the means and timing may be debated, it will be accepted in most quarters that further annexation proceedings are inevitable. Such being the case, and it being in the interest of overall planning



of Ottawa as the capital region, there should be established and maintained a high standard of planning and development of the fringe areas of the present political entity of the city of Ottawa. From the point of view of the city, this involves at the present time, provision for such future annexations in present construction and design of all city services, through provision of oversize and overdepth facilities, with resulting higher cost within the city proper.

That is, as we point out in regard to water-works, these must be larger mains, they must go deeper, there must be storm sewers and surface sewers, and everything must be related to this development on annexation.

Such problems, resulting at least in part by the fact that it is the capital city, have already been encountered, and are well known. It is reiterated here, since the effect is more pronounced as annexation proceedings extend further from the central core or source of supply or services.

It is contented in theory, that the extra cost of extensions of city services beyond natural barriers, beyond the point of gravity sewer flow, or the cost of redesign, revamping or complete reconstruction of existing facilities to provide for additional loads from new areas, can be controlled to a great extent by the city itself. To a degree this is true, but in the final analysis, the citizens must be served, and with annexation, there is an immediate demand for city services (with an equally vehement demand to keep the taxes down). Often the areas to be served are outlying, or are sparsely settled, and do not contribute in keeping with the cost of providing physical and social services.

That is our general approach to this question of land use and controls.

May I ask you then to turn back to page 14 in that same major report. I would like to read these pages, to show you that, to as much almost as we have power to do, the city has sought to control subdivision.

In 1950 land development showed signs of becoming the major problem which it is today and one of the first things the city had to ensure following annexation was adequate subdivision control. The corporation of the township of Gloucester had not enacted a subdivision control by-law prior to the annexation on January 2, 1950, and accordingly it became necessary for the city to take such action in order to protect the area. This was accomplished by by-law number 51-50.

Imagine us annexing that tremendous area, without one subdivision controlled by law within it.

The corporation of the township of Gloucester has also failed to enact a subdivision control by-law since annexation and although there is a large amount of building development in the unannexed part of Gloucester township and many so-called subdivisions are created by the conveyance of lands by metes and bounds, the township does not appear to show any indication of willingness to provide the control afforded by section 24 of the Planning Act by the enactment of a subdivision control by-law.

So, it is most important to remember that in respect to capital plans everything in the township of Gloucester was without subdivision control within Gloucester, and we had to set it in late for the great part of what came to us.

Prior to annexation the township of Nepean had enacted a by-law (1495) pursuant to section 24 of the Planning Act designating as an area of subdivision control all that part of the township which was annexed to the city together with a substantial adjoining area of land

which remained in the township. In 1955 the township enacted a further by-law under section 24 of the Planning Act (11-55) extending the area of subdivision control materially.

When annexation took place on January 1, 1950 the by-law passed by the township remained in effect over the annexed area by virtue of section 31 of the Municipal Act (now section 18) and it was unnecessary for the city to pass a new by-law in order to maintain subdivision control over the area annexed from the township of Nepean and this by-law is in effect at the present.

It is important to remember that the west end, which was Nepean, was under control and we continued the control. The township of Nepean enacted further controls. The township of Gloucester had no controls, and has passed none. We had to pass what was practically a late one after annexation. So, your situation is more disturbing, more diffuse with regard to the control at the east than with regard to the western boundary.

*By Mr. Gour:*

Q. Your Worship, that is the business of those people.—A. I beg your pardon?

Q. That is their own business if they want to pass by-laws.—A. Yes, it is, Mr. Gour, as long as they do not try to bring all the pressure upon the Ottawa Planning Area Board, and the municipal board in respect to the building of 900 or 1,000 houses just out on that side, with no subdivision control and no water or sewer.

Q. Yes, but it is still their own control.—A. It is the municipality's own responsibility.

Q. Yes.—A. But I think in relation to the situation it is essential to realize that Nepean, and the city of Ottawa, and the annexed parts of Gloucester are all under a control that does not exist in the rest of Gloucester. There was quite a bit of trouble in Gloucester the other night at their own Council meeting, on these difficulties.

Q. Yes, but you have a very good part of Gloucester.—A. I beg your pardon?

Q. You took a large part of it, and there were a lot of people and a big development also in that part?—A. But there were no controls. We had to put them in.

Q. I know that.—A. And it has been much more difficult accordingly.

Q. It was a little more trouble but you had to do the work.

*By Senator Reid:*

Q. In other words your city is concerned and interested in the development in Nepean and Gloucester, and what takes place in Nepean and Gloucester because it has built into it the sewage and water, is that the picture?—A. Yes, and it can seriously, even without tying up, senator—if you have, in the soggy land that makes up a great deal of Ottawa, township areas putting in, beyond their capacity, or close to it, septic tanks, and if you have deep wells and you are taking away from the whole water table. I should hope that an opportunity will offer itself at the next hearing, that you may ask, (and I think it is desirable that you should, as the basis of the national capital area) our officials in the water works and the sewage department, to show you on these maps the outline of our systems. Because, while the national capital plan in its beautification will create the lovely parks and fine driveways and relocate and develop the flowers and so on, it is we who have to put the hundreds of miles of water under the streets, and the hundreds of miles of sewers. As you will see in our brief it is even on our grabage disposal areas



that you will find some of the finest parks and beautification that the national capital planning board has. From millions of dollars, to our garbage, we have contributed everything that was in our power to contribute to the capital of Canada.

Immediately prior to annexation on January 1, 1950 there was virtually no land—

—now, this is what is most important from the angle of subdivision control and the problem of the city of Ottawa in its annexed areas—

within the city of Ottawa that was available for subdivision with the exception of a small area in Ottawa south bounded on the west by Seneca street, on the north and northwest by Cameron Avenue, Riverdale avenue, Main street, and Lees avenues and on the south and south west by the Rideau river. This area constituted no urgent problem but as a safeguard the city by by-law number 195-51 designated this area as an area of subdivision control.

Mr. Chairman, that statement would bear out the suggestion made by Mr. Gour that we got this tremendous 24,000 acres, many of them with problems of no services and without controls. But, that we did get, and that was what we bargained on and gambled on; we did get a lot of area capable of development, where they had no services, but we had no more available land in Ottawa.

*By Mr. Gour:*

Q. Your Worship, please. Every part of a township that is annexed surely would not have all the services that you have in the city. It is urgent that the city of Ottawa was called upon to give the services of water and sewer to a township which was just growing up and was not able to provide services comparable to the city of Ottawa.—A. Growth has to move from the centre out.

Q. It is natural— —A. You cannot begin out there and grow in.

Q. Every city in Canada is in the same position today. Take for example Toronto, or Montreal; a city in this country has to grow.—A. Yes.

Q. And if they annex then they are in the same position as the city is in regard to servicing streets and everything.—A. Yes, but I contend, Mr. Chairman on behalf of the city, and I do not think it can be repeated too often, that no other city is in the position we are, of having thought we had done this, and having thought we had taken this area, then we find ourselves surrounded now with another area. We have, within the city, five times our basic area needing services and development, and then we are surrounded by these other areas. We have got to get some more order into it.

Q. That is your duty.

The WITNESS: Now this is, I think, important for the committee to appreciate sir. In respect to the possible controls in relation to the partnership of the national capital plan there are no subdivision control by-laws in Gloucester. There are in Nepean and there are in the city of Ottawa.

Designated an area as an area of subdivision control prevents the conveyance of land in the area or a lease of it for a period of 21 years or more.

(a) unless the land is described in accordance with and is within a registered plan of subdivision.

And you see, that has to have the consent of the O.P.A.B. and of the minister, and then, of course the municipal board if it goes on appeal.

(b) unless the land is more than 10 acres in area,

(e) unless the land is the whole part remaining to the person of one parcel described in a registered conveyance to him, or

(d) unless the consent of the planning board or of the minister is given.



It is clear from the foregoing that as far as section 24 of the Planning Act is concerned the city of Ottawa has done everything it can to control the orderly conveyancing of the land, that the township of Nepean has taken steps to protect the most important part, if not the whole, of the township and that the township of Gloucester has taken no action whatever.

The enactment of a subdivision control by-law is, of course, only the first step in the process. It must be followed by the establishment and enforcement of a subdivision policy that will insure well planned subdivisions.

*By Senator Reid:*

Q. What about the Greenbelt?—A. The Greenbelt would be included. We deal with it in another section, Senator Reid.

This is what a subdivision by law does anywhere in the area that has subdivision control by laws. But as Mr. Gour has pointed out, the Planning Area Board cannot set any by law; the Federal District Commission cannot do so; nobody can except the municipality itself. If it is permissive legislation in Ontario; any area must ask that it be an area of subdivision control. Consequently, you see, Ottawa is exercising very strong control under this and so is the township of Nepean; consequently there is bound to be more of a sag back and forth with respect to the Greenbelt with the municipalities which have control than with Gloucester which has no control.

The city's policy of subdivisions has evolved progressively since 1950 as experience demonstrated the need of stricter and more comprehensive controls. In December 1954 the policy in effect at that date was modified by by-law number 310-54 of the corporation. Some minor changes have been made since that date.

Before a new plan of subdivision is approved the subdivider must agree to—

(These are the conditions which Ottawa has set in try to control speculation and subdivision and make them responsible.)

(1) Grade and gravel all roads within the subdivision.

Before a new plan of subdivision is approved they must try to plan an orderly plan of development.

(2) Dedicate for public purposes an area equivalent to 5 per cent of the lands contained in the subdivision.

We deduct that for public services, the 5 per cent of the land contained in the subdivision for parks, for example, and if we do not use it, and if there is one big park in the area, we can then advise the Minister of Planning and Development to sell that land and to use the proceeds to develop other parks.

(3) Restrict by deed the use of lots in the subdivision to specific uses until a zoning by law is enacted.

We are doing a great deal to control group subdivisions even ahead of the zoning of new areas; I mean subdivisions for residential, for apartments, for limited commercial, controlled by zoning.

(4) Refrain from erecting houses until municipal services within the subdivision have been approved by the city and the Ontario Municipal Board and are certain to be available by the time the houses are ready for occupancy.

Now, that is most important; that is what is preventing the spread of septic tanks and wells within the whole great area of the city. We will not grant building permits until the approval of the installation of the sewer and the water has been received from the Ontario Municipal Board.

(5) Contribute to local improvement services within the subdivision by paying the following arbitrary estimates of the property owners' share of the costs:

- (a) for water mains—\$3.00 per foot frontage of land within the subdivision
- (b) for sewers—\$3.00 per foot frontage of land within the subdivision
- (c) for surfaced roadways—\$2.00 per foot frontage of land within the subdivision.

We say that, or its equivalent; that was the original plan that the subdivider would be bonded for this amount; but many of the subdividers now prefer to pay the full cost which goes into the cost of the property and the person knows what he is buying and it is cleared right through. These are adjusted to what the actual costs are in the local improvements.

It is very important to realize that the city of Ottawa has that within its subdivision by law. That is one of the big reasons why some of your subdividers are leaving our boundaries and going out into certain areas of the townships. They have to pay that and to make that advance in Ottawa. Otherwise they may go ahead and then the local improvement goes on to the person who buys a house perhaps in a year or two. Last year the city collected from 15 subdividers under that 332 clause, \$1,800,000 I think it is—almost \$2 million—and that saves money to the municipality and taxes, but because we are not floating that part of the local improvements.

*By Senator Reid:*

Q. Is that the complete payment, that \$3?—A. No. This is what you would call a deposit, is it not?

Mr. LOWTHER: There are some subdivision agreements where the subdivider pays the total cost of the local improvement.

The WITNESS: The payment is "on deposit" \$3 for sewer, \$3 for water, \$2 for road. Then the actual cost is paid. The whole thing is paid as part of the agreement now, and then when a person buys a house they know every thing is in a package.

*By Mr. Gour:*

Q. They have to have the money to do that.—A. The subdividers? Do you know any subdivider in existence who has not got money to burn?

Q. If they have to pay for them they have to charge for them.—A. They should. This is exactly why this is brought in because what was happening was that all over the city of Ottawa and the townships, Mr. Chairman, young people buying their houses at \$11,000 and \$12,000 and entering into a contract with the subdivider and with the Central Mortgage and Housing were told that they would pay, say \$87 a month for 15 years. They were told: next year the city is putting in water and the year after the sewer, and they will pave the year after that. They did not realize that would mean \$20 or \$30 going on for local improvements added to that "rent" for 15 or 20 years, and now the whole package deal is there and it will be done more cheaply, too, in a great number of cases because in some cases the subdividers will bid in and get a tender from us for this construction. As a matter of fact the municipalities of greater Toronto now, and it has developed in—most of the major municipalities—are requiring the subdivider to pay for all these installations including Hydro as part of the whole picture.

Senator REID: Since 1954 are there no more septic tanks or wells allowed?—A. No. They are allowed—the health officer is not here. Mr. Macdonnell and Mr. Pillar—Within the city in a very few cases they are allowed sometimes to tidy up a bit or a parcel of a few lots are they not?

Mr. PILLAR: In special cases.

The WITNESS: Not generally. Just yesterday for instance at the Board of Control there was one problem about 8 lots and it had been land locked in the bigger subdivision down there and the planning department had worked out a way of access to develop these 8 lots down where they were, and until the sewer goes down there we have granted permission, but any system of septic tank permit or well must be approved by the province as well. Yes, Senator Reid, as a general rule we would say that we would have no more permits within the city.

The plans and the conditions to be inserted in the subdivision agreement must have approval from the technical advisory committee of the Ottawa Planning Area Board which consists not only of the city engineer but also of representatives of the Hydro Electric Commission, the Ottawa Transportation Commission and the Federal District Commission.

That is the technical advisory committee.

We consider it necessary that the various school boards should also be consulted.

For instance we are holding up the approval of one subdivision at the present time that is under the Ottawa Planning Area Board that is out in the township until the township or the subdivider can say that there will be adequate school facilities both for separate school and public school pupils.

We are not passing these subdivisions any more either in our own areas or outside until we are satisfied, because there are young families going in and then you have within a few months 200 or more children and no school facilities. The collegiate board and separate and public school boards are advised. That is partly some of our argument with the townships. The townships have been planning, in some cases, quite large subdivisions which will send secondary school children to Ottawa. We have a conference pending between the two townships and the Board of Control on the re-examination of that policy because we then carry the heavy debenture debt. Each subdivision plan and agreement must be approved by the full Ottawa Planning Area Board, the Board of Control, the city council and the Minister of Planning and Development before the plan may be officially approved and registered.

Ottawa subdivision procedures may appear strict and apt to stifle development. It can be confidently stated that they are no stricter than experience has shown to be necessary to ensure orderly development of the community. Some cities have gone further than Ottawa and require subdividers to provide all services fully paid for. Others have called a temporary halt to further subdivision. In fact Ottawa faces such a heavy burden of development and other essential capital costs within the foreseeable future that serious consideration may have to be given to the question of further immediate extensive subdivision.

It may be—we are not saying it is—as in other cities, that a point has been reached where a temporary halt may have to be considered or a change in subdivision policy introduced whereby subdividers will be required to provide full local services. One of the most difficult tasks of the Ottawa Planning Area Board has been to endeavour to guide subdivision development to areas where services are or shortly will be available. In other words, to cause development to be from the inside towards the outside. In cases where subdivisions are proposed far in advance of normal development the Ottawa Planning Area Board has refused to recommend approval. In these cases an appeal to the Ontario Municipal Board is open to the developer and, unfortunately, most of the appeals which have been taken have succeeded and the Ontario Municipal Board has recommended to the Minister of Planning and



Development the approval of the plan of subdivision notwithstanding the opposition of the Ottawa Planning Area Board. So, you see, we are up against it when we say it is premature, just as they are up against it when they speak about the Greenbelt. This is a result which the city deplores but which it is powerless to prevent. In cases where the proposed development is within, reasonably close reach to city sewer and water services approval has been granted on the special condition that the developer pay to the city interest at the current borrowing rate plus  $\frac{1}{2}$  of 1 per cent for the number of years for which the work is declared to be in advance of normal development.

Mr. Chairman, with some pride we point to that to show you that we are applying, in the situation, to the subdividers the very same principle which exists under the advance of need with the dominion government work, and as to National capital works that we are treating them just the same as the crown.

I dealt with the other paragraph this morning.

In the development of land control and use, to get the whole picture before you so we can lead up to the discussion which Doctor Blair mentioned, you have to see first this picture of the development of new areas by subdivision control. That is how we seek to develop the subdivision and I want to emphasize that subdivision means much more than houses; it means shopping centres and all sorts of developments within it. For the precise use of land you must have zoning. On page 16 you will see the heading "zoning by-laws". This is one thing which I think must be emphasized. The national capital plan, the Federal District Commission plan and your own federal officials may speak of zoning; zoning can be brought into effect and law only under provincial legislation and by the municipality. What I think it is important to understand is how very essential is a full partnership in zoning and how essential it is that the municipality should be either suggesting it or consulted and work as a partner long long before it is set in anybody's conviction or design.

The Presiding CHAIRMAN: It is very warm and we have made good progress today. Before we go into this zoning section, is it the pleasure of the committee that we adjourn, or do you wish to continue until 5 o'clock?

Senator REID: Zoning is very important.

—The committee adjourned.



Doc. Canada, Federal District Commission, Joint  
" Committee of the Senate and the House of  
Commons on the,

THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons  
on the

# FEDERAL DISTRICT COMMISSION

*Joint Chairmen:*—The Honourable Senator F. W. Gershaw  
and

Mr. Armand Dumas, M.P.

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 15

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TUESDAY, JUNE 19, 1956.

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WITNESS:

Her Worship (Dr.) Charlotte Whitton, C.B.E., of the City of Ottawa.



## MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,

and Honourable Senators

Aseltine, W. M.  
Cameron, Donald  
Connolly, J. J. (*Ottawa West*)  
Connolly, H. J. (*Halifax*)

Dessureault, J. M.  
Lambert, Norman P.  
Reid, Thomas

## MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,

Aitken, Margaret (Miss),

and Messrs.

Blair, W. G.  
Buchanan, W.  
Caron, A.  
Fraser, Alan (*St. John's East*)  
Ellis, Claude  
Gour, J. O. (*Russell*)  
Hansell, E. G.  
Harkness, D. S.  
Houck, W. L.

Leduc, R. (*Gatineau*)  
Mang, H. P.  
McIlraith, G. J.  
Nowlan, G.  
Philpott, E.  
Richard, J. T. (*Ottawa East*)  
Robichaud, H. J.  
Weselak, A. B.

Antoine Chassé,  
*Clerk of the Committee.*

## MINUTES OF PROCEEDINGS

The SENATE, Room 368,  
TUESDAY, June 19, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 10:30 o'clock a.m. Mr. Armand Dumas, M.P., Joint Chairman, presided.

### *Present:*

*The Senate:* Honourable Senators Aseltine, Cameron, Connolly (Ottawa West), Gershaw (Joint Chairman), Lambert, and Reid.

*The House of Commons:* Messrs. Blair, Dumas (Joint Chairman), Gour (Russell), Hansell, Harkness, Houck, Leduc (Gatineau), Nowlan, Philpott, Richard (Ottawa East), and Weselak.

*In attendance:* From the City of Ottawa: Her Worship Mayor (Dr.) Charlotte Whitton, C.B.E.; Controllers Roy Donaldson and Ernie W. Jones, of the Board of Control; Mr. Stanley Lewis, Chairman, Ottawa Hydro Commission; Mr. Gordon C. Medcalf, Q.C., City Solicitor; Mr. David McMillan, Chairman, of the Ottawa Transportation Commission; Mr. J. H. Lowther, Finance Commissioner; Mr. W. E. MacDonald, Water Works Commissioner; Mr. L. W. Pillar, Director of Planning and Works; Mr. L. W. Wright, Assessment Commissioner, and Mr. T. D. Williams, Labour Economist from the City Treasury; *from the office of the Privy Council*, Mr. H. J. Hodder; *from the Federal District Commission:* Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning; S. B. Wass, M.E.I.C., Railway Consultant; Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant

The Committee resumed from Thursday, June 14, the adjourned consideration of the brief submitted by the City of Ottawa.

Her Worship the Mayor of Ottawa, (Dr.) Charlotte Whitton, C.B.E. was recalled.

Her Worship continued her presentation of the brief of the City of Ottawa. Mr. Gordon C. Medcalf, Q.C., City Solicitor, spoke briefly in answer to specific questions arising out of the presentation of Her Worship the Mayor.

At 12:30 o'clock p.m. the examination by (Dr.) Charlotte Whitton still continuing, it was adjourned to the next sitting of the Committee.

At 12:40 o'clock p.m. the Committee adjourned to meet again at 10:30 a.m. Thursday, June 21, 1956.

Antoine Chassé,  
Clerk of the Committee.





## EVIDENCE

TUESDAY, June 19, 1956,  
10.30 A.M.

The Presiding CHAIRMAN (Mr. A. Dumas): Gentlemen, we have a quorum. The business before us this morning is resuming consideration of the brief submitted by the city of Ottawa. When we adjourned on Thursday last Her Worship Mayor Whitton was to take up this matter of the zoning by-laws, so will you please turn to page 16 of the green-covered report and then to pages 7 and 8 of the "Road Guide"—the short report. I will call on Her Worship.

**Her Worship The Mayor of Ottawa, Dr. Charlotte Whitton, C.B.E., called.**

The WITNESS: Mr. Chairman before I proceed with this, because some question has been raised, may I read into the record—I think Mr. McIlraith asked for this—a letter of January 10, 1956 from the F.D.C. This is in respect to our urgent plea that the formula of advance of need should not be suspended until something takes its place or until you give us another in respect of works. This letter was sent to me as mayor:

Ottawa, January 10, 1956

Dear Mayor Whitton:

At the meeting of the Federal District Commission held on the 9th instant, consideration was given to your application for a contribution to the 42-inch Feeder Water Main for the Billings Bridge area.

The recommendation of the Municipal Grants Committee of the commission to the effect that it would be undesirable to make a decision in this regard until after the sittings of the Joint Committee of the House and Senate, was concurred in by the commission.

Accordingly, we would ask you to hold the matter in abeyance until the joint committee has had an opportunity of looking into all phases of the Federal District Commission activities.

Yours very truly,

(sgd) H. R. Cram,

Assistant General Manager.

I think the city would like that on the record. It is in reply to a letter of December 12 asking for that particular project.

Now, Mr. Chairman, if we might proceed to the top of page 8 of the summary. At the urging of Dr. Blair, particularly, the submission this morning will deal with the explanation of the relations of the national plan, the official plan zoning; and I will, if I may, begin by reading here where we left off at the top of page 8, of the summary having discussed this whole question of "disorderly" development, as it were, overleaping boundaries and how to prevent it.

"If the problem is to be solved the city urges, however, the need of providing it and the whole area indeed with more definite and detailed plans

from the F.D.C. and the Department of Public Works particularly in relation to land use, width of driveways, parkways, etc., such as is now being provided by the F.D.C. in a time schedule for railway relocation. The city emphasizes the grave difficulties all its planning and works encounter in having so much valuable land held not only out of any tax-lieu payments by the F.D.C. but out of use to the detriment of running services through or developing any use thereof when much will be later released and much not developed for some years. The city suggests that the F.D.C. itself should file plans, working from the city centre outwards, as to priority of projects, lands required and, particularly, width of highways and parkways, and requested access roads thereto. And (this point is, I would insert, after discussion among the city's representatives), this should be after prior consultation in detail with the city and the townships because they come into it: prior consultation with all of us by the Federal District Commission in detail. Sudden and ill-related developments and expropriations should not be launched or changed without due prior conference with the municipality. Land uses, favoured for adjacent property to F.D.C. holdings, should also be set forth specifically. Such schedules, it is suggested, would facilitate the cooperation of owners in selling to the F.D.C. the exact land required and retaining and themselves disposing of the remainder within the land use indicated."

Such a preliminary plan on the part of F.D.C. would undoubtedly advance a partnership in the development of an agreed "official plan" to include the city of Ottawa, and the townships of Nepean and Gloucester. The city appends to its brief such a proposal—to which I will refer later—already made to the two townships, and which, if developed first on the basis of tentative agreement among these three major areas in the national plan on the Ontario "side", could be correlated, as it was developed, to the national capital plan through the F.D.C., in the hope that agreement could be reached in the end in fitting in such realistic and practical land use plans of the municipalities with the over-all "development plan" of the F.D.C.

Now if you would turn first, Mr. Chairman to page 18 of the green-covered report—I think it is important, Mr. Chairman, to get clearly in our mind what is the national plan, what is the official plan and what is zoning, and where they fit together under the legislation of Ontario. First is the National Capital Plan. (Page 18 of the Main Report)

The limits of the urban area of the capital were established by the national capital plan produced by Mr. Greber in preliminary form in 1948 and in final form in 1950 and by the report of the Ottawa Planning Area Board of December 1947. The plan and the report also showed a transition zone between the urban and the rural area commonly, but sometimes misleadingly, known as the "Greenbelt". Recently the Federal District Commission has proposed a new rural-urban zone the inner limits of which are substantially the same as the former zone proposed by the national capital plan but the outer limits of which are greatly extended.

The city of Ottawa has always supported the concept of the rural-urban zone and the representatives of the city on the Ottawa Planning Area Board have with rare exceptions fought for the preservation of the character of this zone, when the issue has come before the board. Representatives of the townships, however, have argued that large urban type building developments are too attractive financially for the townships and the owners of land in the townships to resist, that if these developments are to be foregone the owners of land should be compensated and that in any event no rural-urban zone has in fact been defined. It may be true that no definite action has been taken to establish the outer limits of the zone but by the adoption of the Gore and

Storrie report and by the construction of sewer and water-works in accordance with that report, the city has unquestionably fixed the inner limits of the rural-urban zone"

The policy of the city, I may say, to interpolate here, has been and still is to construct no works or to allow no works to hitch on except the old private agreements that were made with Eastview and Rockliffe beyond the inner boundary of the Greenbelt or the city limits whichever is nearer. We shall not extend our works at the moment beyond that. To resume:

"At a recent meeting in the court house in Ottawa—that was in December 1955—attended by representatives of the various municipalities concerned and the Federal District Commission, convened by the city of Ottawa and with the Minister of Planning and Development of Ontario and his officers present, a complete plan of the proposed extended rural-urban zone was produced by the Federal District Commission and the opposing points of view were fully aired.

The city strongly supports the establishment and maintenance of the rural-urban zone not only on the ground that municipal water and sewer services cannot be extended into this zone, but also on the larger ground that the maintenance of this zone is essential for the preservation of the national capital as it has been planned. If urban development is permitted to straggle continually outwards creating fringe after fringe, the concept of those who have planned the capital and the millions of dollars that have already been spent in developing the plan will undoubtedly be lost.

The city also commends proposals for the just acquisition of the lands actually necessary for the preservation of the rural-urban zone."

Now, Mr. Chairman, we would want to interpolate because of the discussions which have taken place here since this report was filed with you that when the city commits itself to strong support of the maintenance of the rural-urban zone and just acquisition of land actually necessary, the city is not to be taken as supporting necessarily the expropriation of those lands and their turning over to the extent of \$20 or \$25 million; we feel it is absolutely essential that we should take the responsibility of telling you that these land values are not \$25 million; they will be a great deal nearer \$50 million at least. But the preservation of the zone and the exact means by which to do it are not necessarily the same thing, and we will develop this a little later.

It has been stated that the Ottawa Planning Area Board should lay down an official plan for the Ottawa planning area which would establish control over the rural-urban zone. Theoretically this course is feasible but practically it is a difficult, if not impossible, course to follow unless the provincial authority will cooperate actively to assure township collaboration. It is true that the city has the majority representation on the Ottawa Planning Area Board but as the rural representatives are so strongly opposed, the usefulness of the Ottawa Planning Area Board would be seriously affected if the city were to attempt to gain its way on this issue by the exercise of the majority voting power—that is, if the city were to line up with the citizen representatives who are the chairman of the F.D.C., and the chairman of the Central Mortgage and the Auditor General and use its majority to force that through.

This power the city of Ottawa would not care to exercise until and unless the rights of the residents in this zone were fully protected in respect to any of this land required for the national capital plan and the use and values of that remaining in their ownership.

Now, Mr. Chairman, would you go from there across to page 26?

*By Senator Connolly (Ottawa West):*

Q. I do not want this question answered now, but perhaps it could be answered later: in the event that the Ottawa Planning Area Board under



the provincial legislation should do something about zoning and restricting land use in the rural-urban area out there is there any provision under the Ontario legislation for compensation for people who own lands which are seriously affected? As I say, I do not want an answer now but I think this is something which might be looked at, and perhaps we could have an answer later.—A. There is not, Senator Connolly, and that is what we are hoping we can develop from our evidence this morning—some way in which we can mitigate that circumstance by another approach on services.

*By Mr. Hansell:*

Q. Mr. Chairman, perhaps Her Worship could clear up a point regarding this \$20 million expropriation. Do I understand that the commission wishes to purchase for that sum?—A. Either purchase or expropriate, but what we want to tell you is that \$20 million is not 50 cents on the dollar on that land and its value, from our own knowledge of assessments, and we shall suggest later perhaps an alternative solution. So much for the National Capital Plan. Proceed of the Official plan. Now, if you would turn to page 26, the third paragraph: One of the principal duties of a planning area board is to prepare an official plan for the area within which official plan, or indeed without it, zoning is developed within each municipality. Now the Greber or national capital plan is not an official plan within the legislation. It is a plan solely for a national capital area on both sides of the Ottawa river. It cannot govern and indeed is not applicable to land use.

Mr. Chairman, Dr. Blair's question was asked after this was written and if I may I will try to use a very simple analogy and show this committee what the difference is, in the national and an official plan for Ottawa. The national plan is something that creates a situation, a problem, a challenge, call it what you will in Ottawa and for Ottawa and as the capital over and above the ordinary problem of an official plan and zoning in any city. National or Greber plan is the great over-all concept in general terms of a national capital plan. It has no validity, no authority, except as any part of it is brought into effect and integrated under the legislation of Ontario within the municipalities concerned. If you want to take it simply, it is like this: say, a couple are planning a magnificent home on a magnificent piece of property. They take the property of which they may own part; they have not even acquired the rest of that property. They have a good idea of an entire "overlay" plan above any needs of ordinary living; that is the dream plan. The land has to be acquired and everything developed from there. They may have some of it. Now then, to get the actual plan of their living, they must see what services are going to go into that property; they must see how they can acquire that property—what are the conditions under which the owners, who have rights, are going to part with that property. Knowing what they wish to have to live in they must also have a precise "official" plan of the house and the property, and so on, for which an architect and surveyor will be required, and over and above that a plan the order in which they will proceed; to build the precise type of building, the permits, the excavation, the depths, and all that sort of thing—these come into another precise and detailed level which would be the zoning.

If I might leave that rough idea of the different phases of planning with you, we can proceed with the next shop in discussions. What you have in the national capital plan is this over-all dream house, as it were, a complete over-all imaginative dream of a national capital extending over great area. We, naturally, will deal only with that part which is under the legislation of Ontario. The city has steadily sought cooperation in the development of an official plan for the capital area (Ottawa) and more recently even for the city and townships of Gloucester and Nepean. That official plan of development,

brought down and made effective in respect of easements, highways, and everything in the life of the people, can only be done through Ontario statutes of which four are basic—your Municipal Act, your Highways Act, your Local Improvements Act, and your Planning Act.

But in the absence of any policy of acquisition or compensation for the so-called Greenbelt which the city prefers to describe as the boundary zone (from urban to lesser density) or the rural-urban zone, the townships have not felt that they could cooperate. With no official plan and with no legally defined rural-urban zone the Ontario Municipal Board has approved of subdivisions in this zone even though the Ottawa Planning Area Board has declined to approve of them.

The problem is common to most major cities on this continent—and I had placed in my hands an editorial in respect to Toronto this morning about this which appeared in the Toronto Globe and Mail—but it arises with peculiar aspects and severity in greater Ottawa because of the national capital plans.

Mr. Chairman, in fairness to everybody—the Ontario Municipal Board, the Ontario government, the Ontario Minister of Planning and Development—it cannot be over-emphasized that the rural-urban zoning—the Greenbelt, the national plan—does not exist in any legal entity. It exists as the hope, the principle, the proposal of a national capital accepted in general principle by the city of Ottawa, and I do not think by any other municipality within the area.

Senator REID: That is very important.

The WITNESS: Yes. That is something which cannot be over-emphasized, that it does not exist in the recognition, or legislation, of the province nor under its administrative powers.

*By Mr. Philpott:*

Q. Why not? Because, as you yourself pointed out very clearly, the Ontario Municipal Board has full knowledge of this plan. The Ontario Municipal Board, or even the Minister of Planning and Development, has had it at conferences, as you pointed out a few minutes ago, and if they have not given this over-all plan their O.K. then it can only be for one of two reasons: (a) that they have not got around to making up their minds, or (b) they are against something in it.—A. No. It is neither. The Federal District Commission must take its full share of responsibility for this. The national plan is a nebulous and flexible thing when it comes to actual use of the land and the people on it; it varies; it is not set out specifically: it is not brought down under legislation anywhere into an official plan that is registered with the province.

Mr. Chairman, it might help us here if I were to interpolate again. Here is a situation with which I have been dealing and with respect to which we thought we would have to have a meeting of Board of Control last week. Some years ago a very good company, with its organization here and big connections in Montreal, acquired land down in the southeast corner of the city which in the Greber plan was to be an industrial area, and were told by the national capital planning officials, by the Federal District Commission officials, and our officials, that this was all right as part of what would be an industrial area. Now, this last year was the year in which they wanted to expand and locate their plant here; they came up; they found that the Federal District Commission, within the national capital plan, had changed the plan for the eastern driveway and approaches, changed the routing and altered one or two city streets, and we learned of it, incidentally, through the Federal District Commission making a request for something else. This company was ready to begin this spring and in great confusion came to us and we sent them to the Federal District Commission. The Federal District Commission agreed to take about



100 feet of their land for their purpose and they came to an amicable agreement. The company telephoned and thanked us. Everything seemed through at the Ottawa Planning Area Board when the Federal District Commission officials explained revised plans. Ten days ago that company phoned in complete confusion. To get hydro down there where it had not gone the city had sent the company to the Ottawa Hydro Electric Commission and Hydro had agreed, just as they would treat the government or anyone else, that for advance of need the company must pay; and they agreed to pay for the pole line to get the power in there. Everything seemed again clear; they put in their application and the Ottawa Hydro Electric Commission undertook to implement it. Then, what is the Ottawa Hydro Electric Commission told? And only through Hydro, the Director of Planning and Development of the city is told? That the Federal District Commission plans call for the closing of Innes Road, which is one of our main roads running through there; that any installation put in there will be temporary. Now the Ontario Hydro will not allow the Ottawa Hydro Electric Commission to put in a service that will be temporary unless there is compensation. Innes Road is a city street and that city street cannot be closed even by the city council. It must go through a long process of petition and advertising and a judge's order. So there the Hydro and the city find themselves with such a basic change of a city street suddenly occurring in a change in the national plan. And I could take other examples—that is why the Ontario government in the planning and Development Department wants a precise registered plan, and the national capital plan is not such; it is imaginative, variable and flexible, and you get that variability and flexibility within a plan of that general "over-all" type. So, there is some justification; there is some explanation, may I say for the apparent conflict and confusion in that we have not got any legal reality and entity for the national capital plan in any form that can be described under Ontario and municipal provisions as an official plan.

Q. That is very plain now.—A. Thank you, sir.

Then, Con. Donaldson properly points out to me that even if you bought the land, the Federal District Commission cannot—nor can any federal power any more than any municipality—step over and take unto itself the power of the province under that legislation to set on an official plan.

*By Senator Reid:*

Q. Does the Federal District Commission have good authority to do things within the city on their own, officially, without the authority of the city? Where do they fit into the city? I have never had it clear in my mind just where the Federal District Commission's authority fits into the city.—A. It is on a basis of application and cooperation. But the precise powers rest with us and, in some cases, we have to go to the province.

Here again is the sort of situation which will arise and calls for co-operation in action. About 3 years ago, you will recall, there was a great deal of excitement over the purchase by a private company in Ottawa of properties directly opposite the Parliament buildings, the Orme building and another on Wellington St. Wittington investments were going to put up a ten or twelve-story office building of extremely modern architecture. The private owners had sold the property. Now, nothing could stop that except that the city of Ottawa could refuse the building permit when the Federal District Commission questioned the erection of this inappropriate building as to architecture and everything there. The city of Ottawa refused the building permit and the city of Ottawa was at once faced with a mandamus order requiring us to appear in the Supreme Court of Ontario to issue this permit. Now, in that situation we would likely have been forced to issue that permit. We took the risk and with the few days delay we effected the dominion government expropriated that property as the only way of saving the mandamus



and a possible mandatory order authorizing the permit. At the same time the city of Ottawa immediately applied to the province of Ontario to allow us a special by-law power that, for any property facing any Federal District Commission property or any public buildings of the dominion, or any similar public use as for instance a park, the city of Ottawa could refuse a building permit while it referred the matter to the Federal District Commission and its architectural representatives, and then if the matter could not be ironed out that way the city of Ottawa would appoint a board of appraisal or review as to the final judgment. The province of Ontario would not alienate that power from the city of Ottawa. The council, by by-law, named the Board of Control as the Committee of Reference. At the same time that we were doing this to hold that front, the Government expropriated these properties for use for public buildings, or for a diplomatic or similar group of buildings, or an institutional building like the Rideau Club which is along there. Let me point out, too, that while the City was preventing, by its powers alone, this office building there we were also cutting ourselves out from any business assessment. If that \$3 million or \$4 million building had gone up it would have been a much more profitable thing for the city of Ottawa than government purchase and use. Now, the city of Ottawa, at the same time as it got that legislation, asked the Federal District Commission if they would agree with us to seek the cooperation of the government to assure that from Bank street right down over Wellington to the National War Memorial should be reserved entirely for public buildings or diplomatic buildings within this area. That action was agreed to and taken.

Now, this year, recently though we had gone to all that trouble, in 1953 that property, without consultation or any application for a building permit, is now being sold by the government to the Metropolitan Life Insurance Company who will build an addition for ordinary commercial use but which architecturally will be acceptable to the Federal District Commission but which will also have to be acceptable to the City because we are the final power as to the permit and as to architectural features of a building facing the Parliament Building. Incidentally, in respect to the Russian embassy, that same civic procedure and bylaw were used. These are not FDC powers under the board of control of the city of Ottawa, or the architectural committee it appoints to report to it as to the permit to be issued.

That is what is meant, Mr. Philpott, by lack of a precise plan for the national capital: That is the flexibility that Ottawa and Ontario object to. We get legislation like that to protect all Wellington Street, but it does not. However if the official plan were laid on and if we had put our zoning on there under it, then that could not be so basically changed.

Now, when the national plan can be changed like that the province does not legally "know" it—the municipal board in its latest judgment, or the second last one said that the Greenbelt as part of the national plan was not officially in existence.

*By Mr. Gour (Russell):*

Q. Mr. Chairman, and Your Worship, do you not think it desirable that important bodies like the city of Ottawa and the Federal District Commission and the townships that we are talking about, that is part of Nepean and Gloucester, and the planning board of the Ontario government should sit together and decide something without fighting and without doing one thing here, and doing another thing there and not knowing where to put anybody? I think that important bodies like that should be able to sit together and arrive at what we call an understanding of things. If they could do this they could iron all their troubles out and it would then become an official plan and everyone would know what the plan was.—A. I wonder, Mr. Gour, if

I could leave that point to the end of this discussion? When your questions are put to me, I have certain definite suggestions to make. I want to deal with the official plan.

Q. This is not an objection. I just want to know what you think about it. I am questioning you with regard to it.—A. I want to go into it at some length, because I do not think, Mr. Gour, as I go through this brief here that a full explanation can be given at this point. As I pointed out here, any legally existing plan has to be an official plan. It either has to be for the whole area, laid on by the Ottawa Area Planning Board or, as you will see, later in the report, it has to be an integrated official plan laid on by the individual municipalities.

You will see, if you wait until I get to our approach to the townships, that we feel that perhaps what Gloucester needs, and perhaps what Nepean needs and the city of Ottawa, may be widely different in their official plans; but they can and have to be correlated.

Q. You have to have these ideas together, and you have to have the definite positions and views of each of them?—A. Mr. Gour, on that, there has been no difficulty as to the exchange of plans between the townships and the city. What I said in the beginning is: it is most important that the Federal District Commission should give us and each of the townships precisely, and with some degree of permanency, what they propose.

Q. That is what I am saying. You have to know something about what is being proposed, otherwise you are always fighting.—A. Now, if I might go back to the second last paragraph on page 26 where I broke off—In December, 1947, prior to the opening of discussions that led to Ottawa's terrific annexation, discussions took place in Ottawa under the chairmanship of the hon. Dana Porter, then minister of planning and development and now provincial treasurer of Ontario. The city understood that the boundaries of the Greenbelt were then agreed upon and cleared in subsequent correspondence between the minister and the Right Hon. the Prime Minister of Canada (then the Right Hon. William L. Mackenzie King).

The city not only completed annexation but as the tabulations show, has more than doubled its general debenture debt, funded and unfunded, in a loyal effort to serve the annexed areas. In the absence of any clear-cut policy, anywhere, development has raced on apace, both within the city and within and beyond the so-called Greenbelt.

Mr. Chairman, I thought this morning when I was reading this, that not only should I give the emphasis that is placed there by the Board of Control, but that I should read into the record—and this will interest you in respect to the question you asked, Mr. Philpott—an order of the municipal board, official order No. P.F.B. 8464—December 6, 1948, in respect to the granting of the annexation of that tremendous Nepean area. That order has this paragraph in it, and this is what I will read into the record:

This is the first of several applications to be made for the purpose of planning a federal district or area which will be a capital worthy of Canada. The city at present is overcrowded and the areas surrounding are being rapidly built up without proper planning for the future. In these urban areas the people are demanding the same services as are enjoyed by those living in the cities, and these services can be provided only through the city. Proper planning and restrictions in these areas are absolutely necessary.

That is the order of the municipal board granting us that major annexation. The municipal board has not departed in principle, but they have in practice, because we have no official plan laid on.

Thus turning to page 27 the situation is not one for which the national plan is to be held wholly responsible but it must be held responsible for



that part under which its reservation of land for parks, driveways or buildings, into a long indefinite future, may operate to prevent natural development and expansion of water, sewer, hydro and transport services from the centre of the city and its undeveloped or semi-developed areas outward. If developers are unable, except with heavy severances, to move naturally in their developments, they will be driven to over-leap federal and other unused property held out of use and develop and locate in undesirably extended areas.

Related to these spotted developments conveniently close for exploitation of city services, is the even greater problem of the erratic development of industrial, technical and business units along the routes between these spotted developments and the local municipality.

Perhaps the biggest single factor in creating this costly and complicated problem can be the national housing legislation and loans under which money is advanced under guarantee to lending institutions for developments adjacent to the focal community and do which it may be opposed. Here, however, there is again the question of justice, not only to the focal community but to the owners who find themselves caught within the rural-urban zone and in a disadvantageous position compared to owners either within the city or beyond the zone.

National housing loan and insurance provisions and national capital planning and development, it cannot be over. Emphasized, call for more practical and integrated action with the province and the city of Ottawa—that is what you have brought in, Mr. Gour.

MR. GOUR: Yes.

THE WITNESS: —if anything but crushing taxation to the municipal taxpayers is to be avoided. If both developers and prospective home owners are permitted to develop outside taxable areas of Ottawa; to erect homes with a water supply uncertain over any period of time, with septic tanks bound to create very serious problems; with dependance on the extension of Ottawa's utilities; with demands on transportation extensions bound to be unprofitable, Ottawa cannot assume the bill.

What is further unjust is reliance in these boundaries on city school and hospital facilities, provided through enormous debt assumptions by the city and available below cost and without administrative responsibility in these border communities. Their residents would not think of looking outside the range of such services as these and the assurance of police and fire protection on call, the municipal cost of which they seek to avoid.

May I point out here, Mr. Chairman, with the indulgence of the committee, some things that we have not put in an already lengthy brief, but which have gained significance as a result of your discussions. I think the committee should understand that in this great annexed area, in order to try to keep the farm and the rural development there, we gave a fixed assessment for five years to Nepean, and we gave a fixed taxation to Gloucester. Mr. Medcalf confirms my statement in this connection. Over and above that, we put the city tax rate on only five acres of each holding with the buildings on it. Again Mr. Medcalf confirms what I say. The other area, as long as it is held as farm land, we bring down by a special bylaw property by property, and it is exempt from many parts of the general tax rate of the city of Ottawa, that is not, in our judgment, and should not be applicable to farmlands. So that we really bonus, by an adjusted and lowered tax rate, the retention of that land as farm property. But, if that holder subdivides one bit of that property the whole area becomes subject to the general tax rate. That has been done also in part so that as services extend—sewer and water—from the inner part of the city into our own area, we could have more orderly sub-development.



Now, one of the most energetic and enterprising, and I would say challenging, of these sub-developers, Mr. Campeau of the Campeau Construction Company, has shared with us, either by bond or construction the extension of services, in trying to work them outwards so that they could be tied on to existing Ottawa services. I do not think he has sought or developed one foot outside the boundaries of the municipality, but we have asked him, working from the hitching on outward to make prepayment of these services. The same has been true of the Copeland Construction Company, and to a large degree of the Rhodes and Radcliffe Company. I do not think they have gone into the Greenbelt, or outside the City.

To go back to the second last paragraph on page 27:

In an effort to get a substantial base for land use and value and the development of local zoning, the city offered (March 27, 1956—See appended memo) to undertake the major part of the cost of such an official plan and this is under consideration, still, by Gloucester and Nepean. There are two subsequent paragraphs at the bottom of page 27 and the top of page 28 to which I would like to come back, but might I now take you to the proposed official plan? Will you now turn to the letter which is inside, after page 63, of your green covered book.

May I recall again, members of the committee, that as against your imaginative national capital plan the concept over all and above everything else, there must be brought down an official plan—if I might read this in to the record:

The OFFICIAL PLAN is a plan for the proper and orderly development of Ottawa and its corporate life as a city embracing all the things which go to make up modern town planning practice, with due regard to economics, amenity, balance of residential, business and industrial activities, and the orderly provision of all services which are looked for by modern living in this Canada of ours.

Now, as Mr. Gour has suggested, practically all the major elements of the national capital plan, except projects that are developed entirely as federal public works, have got to be implemented through the official plan of the provincial legislation of Ontario, and then brought into effect by us, by the people from the municipalities—step by step by by-laws of the municipalities. It cannot be implemented in any other way.

*By Senator Reid:*

Q. In other words, you have the final say?—A. Once the official plan is laid out, we have only within the variations and flexibility within the official plan; but the province of Ontario, the legislature of Ontario has the absolute constitutional power and nobody else has it. They can deprive us of any power we have and they can enlarge any power of ours by special act.

As Controller Donaldson suggests here—you can have the body of the national plan, but to pump blood through that body and the arteries, etc.—that is your official plan.

Now, with that explanation, here is the official approach that we made to the townships and I think, Mr. Chairman, it would advance the discussion if I should read it.

Now, Mr. Gour, the heading on this is "Re Proposed partnership undertaking for the development of an official plan covering areas of the city of Ottawa and the townships of Gloucester and Nepean." This is the letter which went forth from the Board of Control over my signature to the councils of Nepean and Gloucester in March, 1956.

## ADDENDUM

Re. Proposed partnership undertaking for the development of an official plan covering areas of the city of Ottawa, the townships of Gloucester and Nepean.

Under the planning and development legislation of Ontario, it is possible to develop within a planning area an official plan covering the entire scope of services and proposed land use within that area, and then to have this plan registered with the Ontario Department of Planning and Development, over the signature of the minister. After this, the development and land use (as are there set in) can be protected in the interests, both, of the municipalities and their citizens, though, of course, by mutual agreement, changes can be effected in the light of changing developments,

But we cannot change that official plan once it is laid on. We cannot change it in any of its major features whatever by municipal by law. That is correct, is it not, Mr. Medcalf? Once we have agreed in the municipalities on the official plans it lifts out of our power the right to change that basic plan at the local level.

That is why, members of the committee, the national capital plan, in so far as any features of it which are to be incorporated legally are concerned must be given precisely to us and to the townships because when we lay that plan on we cannot change it, only the legislature of Ontario.

However, the important thing is, that, on such a basis there can be a solid argument for the evaluation of the properties in respect to their agreed use, and therefore, a similarly sound base for the argument of compensation on their acquisition for this or other use.

You get that official plan laid on, and it will say this is for farming, this is for industry, this is for residential, this is for commercial, and this is suitable for homes. Then the dominion government may wish by expropriation or by purchase to buy this; it is on the official plan for farming. It is on the official plan for residential; or it may be on the official plan as light industry. Everything can be settled on that basis, and you leave the land in the ownership of the people to whom it belongs except for such part as is required for roadways for special uses.

*By Senator Connolly (Ottawa West):*

Q. May I ask you right there: in the imposition of a plan like that, under the Ontario legislation the owners are not consulted, I take it.—A. Yes. We would—There is another thing, Senator Connolly; that is that townships and the city the municipalities must be immediately responsive and subject to the claims of the civil rights and property rights of their tax-payers, the land owners.

Q. Would you do it by plebiscite?—A. No, it really all comes to zoning in principle. I shall show you how thoroughly we have been zoning because in the absence of an official plan, you can only develop by zoning. As a matter of fact we have really used zoning practically to get the basis of an official plan for—a third of the newer city—one-third of the city we had fairly well zoned—perhaps I might develop that fully under zoning to which we come later. But that is exactly the problem in authority of the Federal District Commission—Senator Connolly—and I am not speaking of the Federal District Commission as a person to persons; I am speaking of another legal entity on which I sit. I sit, as mayor of Ottawa on the Federal District Commission. In the last two years, largely due to General Kennedy, there has been a pulling out of some details of the work of the Federal District Commission into the executive committee, much more of the details with which an executive resident here can



deal more practically; it has been a constructive step; but even in the executive we may learn of some plans only perhaps when the property is proposed for purchase; we will learn that a property which comes in or which is offered to come into the market—let us say when an estate is settled and the property may be acquired for \$30,000 or \$40,000, that new or changed developed may be projected where it is located. Such changes may thus be started on their way and the executive have dealt with them more definitely before they get to the F.D.C.,

I am certain all changes would be more fully explored a new long term projects were there a definite detailed official plan agreed on and not too easily altered. For instance on one such new project General Kennedy has wisely, I think, within the last six months, held back decisions which would make a terrific change in a whole area, tied to the purchase of one property; that is, the proposal would take one property at \$30,000 or \$40,000 because it is available now and pull in indirectly an ultimate acquisition of a group of city blocks with many properties, costing \$300,000 or \$400,000. But the municipality can know nothing of such a change until the acquisition of the property on the expropriation proceedings. And even then the city could know nothing of the longer, large project except as the mayor got leave to report it from F.D.C. executives.

But whether in the city or in the townships what the municipalities maintain now—is that if this type of change is done and the F.D.C. plans to turn say a whole great area into a park area that is not even on the national plan indeed that shows there for some other purposes, then the city of Ottawa has either the right to be consulted as to what is going to happen beforehand, with the subsequent assessment deduction and other changes. One such change can pull us “out of kilter”. In that particular area—it will take some \$500,000 to \$600,000 of property out of assessment, and it will change the district's nature; it will call for demolition of some fine new and fine old dwellings and it is going to leave us perhaps with expensive sewer and water services and pavements there to serve in an area—that will just become sterile, as it were.

As you say, Mr. Gour, what we are asking for there is a thorough and preliminary discussion of plans and changes in a full partnership.

Mr. GOUR: Surely!

The WITNESS: And that is what Gloucester and Nepean are asking for by a precise plan.

*By Senator Connolly (Ottawa West):*

Q. Might I follow that up by asking your worship a question: I am thinking about Gloucester and Nepean and of what they have said here. If, under the Planning Act, the Ontario plan is imposed, there are two questions I would like to know about; one is: before the imposition of the plan, are the ratepayers consulted? And the second question is: if the plan is imposed, I take it that the imposition of the plan would restrict land use. Do you say that certain land is to be used for, let us say, industrial purposes, and some for housing, and some for farming? It might affect the values. Is there any provision in there for these ratepayers to be compensated for restrictions which are imposed as a result of their falling under the plan?—A. Not in the legislation, but I should point out—you know the procedure of the municipal board; first of all, here, as we develop in this letter, is a process whereby you would move step by step in getting an official plan within different places and groups. We would do the same thing with it, I would judge, Mr. Pillar, Mr. MacDonald, and Mr. Medcalf, as we do with our zoning by laws. We send our zoning officials out to our aldermen for these wards because they are



the ones who know the people and the values and like things. The officials consult with them and typical residents so each area knows what and where we shall put on zoning. We sometimes put public notices in the paper for general information, but in a great many of the areas there are community associations which meet on the project. So we get these different interests together, and any zoning takes months because our people discuss back and forth with them. Then, when they have agreed and the Ottawa Planning Area Board has agreed, the zoning by-law goes to the Board of Control, the City Council and the Municipal Board. Somewhat the same course could be followed in the development of the official plan. An official plan is approved by the Ottawa Planning Area Board and then put on deposit only with the Minister of Planning and Development. There is advertising and hearings for any objections which are then heard before the Ottawa Planning Area board or the Minister for Planning and Development. Mr. Medcalf, are there also hearings before the Municipal Board?

Mr. MEDCALF: The official plan is laid down by the Ottawa Planning Area Board and they would hear representations.

The WITNESS: Yes, but they might also go to the minister over that board?

Mr. MEDCALF: That is right.

Senator CONNOLLY (*Ottawa West*): And that can also go to the municipal board if they do not like it. Is that right?

Mr. MEDCALF: True.

The WITNESS: Yes. Where did I leave off there? I am sorry, I left off at the end of the first paragraph on page 64 at the question of the protection of the boundary zone.

Remember, this is the letter of the city of Ottawa approaching the two townships and I may say that this letter in draft form was signed after completely informal, friendly discussions between some representatives of the two township councils and the board of control and this action, this conference, this letter arise entirely on the initiative of the city of Ottawa, trying to get some basis of approach for an official plan that the city and two townships could operate to assure the national capital plan and to get over the difficulty which the townships and the city both experience that is the objection, I would say, to the exercise of authority, because certainly it has been so regarded in some of the townships of the Federal District Commission in developing the official plan, that is from the dominion authority down as an ideal plan. We are trying to build the national plan practically as an official plan from the ground up.

*By Senator Connolly (Ottawa West):*

Q. Do you agree on general lines with the land use that the Federal District Commission has for the whole urban area when you do this work?—  
A. I would rather answer that personally than here because it will come into question under the F.D.C.—We, I would say, agree with the townships that we do not think that so much of it is required for parkways etc.; the width of these and their depth and the access roads, etc. have not been given to us yet. We agree absolutely, support absolutely, the gradation from urban to rural zone but we believe if the word “greenbelt” were dropped and “boundary zone” or “rural-urban zone” were used instead it would have a tremendously constructive effect upon the residents in those areas. And I would say this, that I do not think within the board of control—the question has not been poled, but it would be my judgment, and the majority of the board are here—I do not believe that the board of control believes it necessary nor that our officials would suggest in an official plan such a designation as would require, say, the acquisition of parcels 100 or 160 acres now under private ownership

by the F.D.C. so that it could be measured off and the easement and road routes taken from it and then later sell it back or to others or release it for sale for institutional or light industry or other use. We feel that such full information should come forward from the Federal District Commission and be discussed with us and the municipalities that would be coming in on the official plan. It should be decided with us and I am sure such discussion should be a continuous process. If 150 feet is needed for a parkway, when developed in 15 or 20 years time, you should not acquire and take out of use for some years a width of 500 feet with all the problems of severance, water, hydro, sewer access roads and, of course your transport. That is what is sending subdividers around such obstacles into and beyond the rural-urban zone.

To put it simply, we request that while we are doing this official plan the F.D.C. should be working with great precision on its zoning and land use so that the two plans could be brought together at the same time and reconciled.

Q. Is this right, that your approach as a municipality to the rural-urban zones is based pretty well on the recommendations of the Gore and Storrie report, that is number one; and number two, was your only authority outside the city boundaries in that rural-urban area from the Ottawa Planning Area Board?—A. That is right Senator and we have agreed—it would not be an exercise of authority but on different matters we have entered into agreements with the townships.

Q. Oh yes, you might do something under contract.—A. Yes, but we have no power to enforce action nor do we seek it.

Q. Yes, but you have some authority through the Ottawa Planning Area Board.—A. Yes.

Q. The council can do things out there.—A. Yes.

Q. And impose views out there, if you go through the proper channels?—A. Yes, each municipality has its own strong powers, and the OPAB has the power of recommendation subject to the approval of the Minister of Planning and Development and subject to reference to the Intario Municipal board which is basing its rejections now with regard to OPAB recommendations on the absence of any official plan and the non-recognition of the national capital plan as a reality. These maps were brought down to that meeting of ours and they said in effect "Legally no greenbelt exists; there is no greenbelt except in the plans of the Federal District Commission.

Mr. MEDCALF: I would like to correct a statement I made in reply to a question by Senator Connolly some time ago. Senator Connolly asked me whether I agreed that the Ontario municipal board came into the matter of the creation of the official plan, and I agreed that that could be referred to the Ontario municipal board. However, under the provisions of the Planning Act the Ontario municipal board only comes into the matter of amendments to the official plans. Any differences there may be between municipalities or private owners are settled or determined by the minister.

Senator CONNOLLY (*Ottawa West*): Thank you.

The WITNESS: To go back to the second paragraph on page 64, Ottawa's letter to the Townships:

The question of the protection of a boundary zone within the capital area, and at the same time of protection of the interests of the city of Ottawa, in respect to its services and needs and that part of the special boundary zone within the city, but more particularly of the interests of the contiguous townships, and the landowners therein, have all seemed to make it imperative that these three municipalities principally concerned should have a cooperative approach to present generally, both to the dominion and the provincial authorities in relation to these various problems, and to overcoming now, many of the problems which it was thought would be overcome by annexation, but



which are only proving more aggravated, because they are being faced five years after annexation, when many of them should have been explored and resolved before the confirmation of the annexation agreements.

(Please remember, as I read, that this is a letter from the city of Ottawa to the two townships.)

The national capital plan, so called, and developed by the dominion authority, is planned for a national capital. It is not a plan for the development of services and the use of land by the people living within the boundaries of the different municipalities concerned. It is therefore proposed that the city of Ottawa and the townships of Gloucester and Nepean are the areas immediately and most seriously concerned, should undertake together the retention of a qualified consultant firm—

We, in Ottawa, have a good planning department and officials, engineers and resources, but we propose to go completely outside our services for this study with the townships to draw an official plan which would cover generally the following five related areas on both immediate and long-term proposals, namely: major roads, major public works—that is all your utilities—parks and open spaces, public and quasi-public projects, and proposals for the control of the use of land.

Under each of these headings there would be a detail of proposals and a consolidated diagram. Each one of these different phases of problems would be discussed at the technical level separately with each of the municipalities concerned.

*By Senator Connolly (Ottawa West):*

Q. That would be both within the city limits and within the two townships?—A. Yes, and the two townships: I forget whether it is in the letter. Certainly in the preliminary discussion with the consulting firm we had in mind to do this work and with the reeves of the two townships we made it quite clear that we would wish our consultants doing this work to have day by day contact, almost, with the F.D.C., and we were assured that we should get cooperation so that as they moved with regard to each item and what was being projected in the official plan all those concerned could be informed, and each would be able to bring to the other's attention what each knew at that point with regard to uses, controls, etc., or questions of compensation and acquisition. The consultants would similarly discuss directly with the officials and citizen group of Nepean the problems and proposals relating to the township of Nepean. Similarly the staff of the consultant firm and its officials would discuss with the township of Gloucester through its council and any groups or others whom the council chose to associate, the problems and developments of a plan for Gloucester.

There would thus be moving together simultaneously really, the preparation of three official plans, each related in common principle, but each being discussed within its own municipality by its own municipal and citizen groups for the development of a particular plan for each municipality. Then, and even as the work progressed, there would be interchange of conference and discussion on problems that would be of mutual interest or principles on which it was desirable to obtain agreement as the work progressed.

The result aimed at, would be, one integrated official plan, which could be submitted to the Minister of Planning and Development for Ontario, for registering and approval, but this plan would be based on this build up, and would be an integrated plan having regard to the needs of each of the three participating municipalities and be reconciled by conference and discussion as above outlined and with the FDC "official" plan as the work progresses.



You see, Mr. Gour, we are working entirely on your principle. The municipalities would work with each other and together with the province and as we were working on this official plan our consultants would be working with the Federal District Commission, and we would hope to bring out something on which, because it was worked out together, there would be agreement when it was presented.

*By Mr. Gour (Russell):*

Q. There is nothing else. You cannot go anywhere without having co-operation between representatives of each important body. That is the right way—A. But you must begin with the people who live on the land, the people in those municipalities.

Q. Those people have to be respected.—A. But, at the same time, there is no reason why the Federal District Commission should be going ahead on a national plan that is not reconciled to the local plans or, on the other hand is stopped still by local action. FDC should have in mind the individual's and the municipal land use as well as just a national capital plan. The two lines of development should be working together and cooperating by simultaneous study.

Q. Now is the time to get to that.

*By Senator Connolly (Ottawa West):*

Q. This suggestion can be worked out under the provisions of the Ontario Planning Act and specifically under the Ottawa Planning Area Board. You have the machinery.—A. Everything is there. That is the only way.

Q. The only legal way, certainly.—A. Nothing else exists officially except as so done.

In the event of there being inability to agree, on the part of the City and the townships, then those units which did agree would make their application for the registration of their official plan, or each would seek the registration of a separate official plan covering the municipality concerned. That is, if the township of Gloucester agreed and Ottawa agreed we would go together in a plan. If the township of Nepean agreed and Ottawa agreed we would go together in another related plan. If the township of Nepean and the township of Gloucester agreed they would go together in one plan and Ottawa would go on a different course if we could not go along with them. If the townships felt that they could not go along, we would lay on our own official plan for the city of Ottawa which would allow us, and all the agencies, to work under a plan of legal reality for the area of Ottawa and with the FDC.

MR. GOUR: (Russell): That is the only right way.

*By Mr. Hansell:*

Q. Do I understand Her Worship to say, either directly, or indirectly by inference, that she would desire the scrapping of the national capital plan altogether?—A. No. Mr. Hansell. The national capital plan does not exist except as a proposal. It has no legal entity. It can have no legal reality, as Senator Connolly has pointed out, except under the legislation of Ontario, under the Planning Act, the Municipal Act, the Local Improvements Act, and the Highways Act. The medium for getting that reality can only be for the whole area through the Ottawa Planning Area Board, or by each municipality if you cannot get agreement in the Ottawa Planning Area Board.

What we are saying is "bring this national capital plan down from its fine imaginative scope and drawings into reality." You have a P.D.C. map

over here that shows interim throughways and highways, 1955. Those are streets of the city of Ottawa; those are through highways of the province of Ontario. The city planning and development officials told me, when they first saw that on Thursday last that it may not gibe at all with our plans, for instance for widening streets; and, as one of the controllers has pointed out here, the capital plan, unless it is reconciled, can impose unlimited financial and planning burdens on the people of Ottawa. For instance, while we want to get into a partnership and bring it into reality as to the actual needs of life in Ottawa. Mr. Greber and the national capital plan may have an idea for a magnificent bridge for the crossing of the Ottawa river, or somewhere else, which is magnificent in the national plan. But what will it do? It may involve, for the life of the city of Ottawa, no less than \$10 million to \$12 million to open up the city streets and the approaches to get to that bridge or to take the traffic that will come through it. Now, that bridge cannot come down into our approaches—or the approaches to Hull if it is on the Quebec side—except under provincial legislation and planning.

In view of the development which has taken place in the last 5 years with respect to the national capital plan and the city of Ottawa, and when you think of the millions which we have spent in it, I think that the wonder is not that there have been so many clashes but the truth that there have been so few clashes, and I think that any rising of blood pressure on the part of General Kennedy and myself has been purely temporary and passing. The city itself might have had a paralytic stroke in this tension that has been going on in the lack of a precise official plan.

It is necessary to bring in the national capital plan as a reality, as an official plan, and to get, as Mr. Gour says, a partnership for the Federal District Commission's great national plan, which has to be keyed in and integrated under provincial law.

The officials will show you later what you, Senator Connolly, suggest, that the beauty of the capital is just like a house; it is a beautiful building with magnificent living rooms and grounds, and all, but if you do not have sewers and if you do not have all the unmentionable essentials you are in a corner. What is being done above the earth has to be related basically to what is being done under the earth in the water and sewer works and the ways of access—the roads and streets.

*By Senator Connolly (Ottawa West):*

Q. And the river.—A. Yes. Also the sewage outlets. Just to mention that but later if I might—I do not want to digress to go into this in great detail now.

Q. Would you not, Your Worship. The other is more important. I wish to ask a question here and see whether we have a proper understanding on it. Is it right that in your view of the law which applies in Ontario, the Federal District Commission is an entity like any other entity which might come before the Ottawa Planning Area Board and under the legislation of the Ontario Planning Act—like the townships of Gloucester and Nepean and the city of Ottawa, and, indeed, perhaps like any ratepayers in municipalities,—to urge the adoption of its views in the establishment of an official plan?—A. Yes. One of the controllers' minds has clicked with yours. May I introduce Controller Jones who was away on the city's business last week. He was a councillor for Nepean township and on the committee for annexation negotiations; his family, for generations, have lived in Nepean; then he was alderman of the city of Ottawa, and is now a controller of the city of Ottawa. He reminds me, in this reference which I made to Mr. Dana Porter and the correspondence with the Prime Minister, that in 1949, before the annexation, Mr. Porter and the annexation committee of Ottawa and Nepean got Mr. Greber in, and

Mr. Greber agreed entirely at that time with the Minister of Planning and Development for Ontario, and the city of Ottawa and the township of Nepean, that the one progressive comprehensive step was to lay on any national plan as this official plan.

The other controller present, Controller Donaldson, has followed the line of Senator Connolly, and suggested that the Federal District Commission plan should be thought of either as a tremendous subdivider within the whole capital area or as a land mass assembly project and that it should come through formally and in that way. The machinery is there if we can get the procedures and the will.

Q. But it is subject to the law of Ontario?—A. Absolutely.

Q. The same as anybody is in respect to the development of this capital plan?—A. Yes, with the province of Ontario and the autonomous powers of each municipality.

Q. And even the ratepayers themselves?—A. Yes. Undoubtedly on different points. If we, for instance, were to be forcing in, under that official plan, something which would take out of taxation, or some procedure which might take \$1 million or more off the assessment of Ottawa. I can think of developments in the centre of the city of Ottawa which would not only take away the assessment but would render some of the big commercial establishments really liabilities. I would think that the province of Ontario might, in the interests of the ratepayer, order a vote on such a question before we consented to it. They might order a vote, for instance, on such a thing as the bridges which we are now planning. We have been given an indication that the municipal board is likely to order a vote on those bridges because they will be so costly and they will primarily serve the centre of the city.

*By Senator Reid:*

Q. Can we get back on to the brief?

*By Mr. Hansell:*

Q. I have just one question to clear up what might be left as an inference. The national capital plan, if we admit it is an imaginative plan without any particular legal status, and that a great deal has been accomplished already and done which coincides with the national capital plan; that would not mean that that which has been done has been done illegally?—A. Oh, no, no. Everything that has been done, Mr. Hansell—I should have recognized you from Alberta, when I was in jail out there. You were a little slighter when I knew you.

*By Mr. Robichaud:*

Q. Were you slighter when you were in jail?—A. No I am now. The sort of thing we have done, Mr. Hansell, in the municipalities, the driveway, the beautification, the parks and so on, that has been done by the Federal District Commission and the City under agreement. As I said the other day, the partnership has been close in various realities. For instance, we have arranged garbage dumps on the line of where their development will go. We are taking Sawmill Creek now and we will dump there for years. That will give the fill and the good vegetation base and so on. We agree that a driveway is going to go that way. We have been extending the sewer and water out under this advance of needs principle, whereby payments from the national capital fund have been made in advance. The sewage disposal plant site, having been chosen by Gore and Storrie and agreed to by the City is away out at Greens Creek. The Federal District Commission advanced and paid part of the cost involved in its acquisition. But these things come through the municipality's exercise of its powers.



Now, we are getting to large plans and more accelerated action, and we have got to get an overall plan. We have reached the situation that we were that little city. As I pointed out the other day but here are these expanded limits with undeveloped and unserviced acres in between. We have got to keep the practicalities of an official plan for actual land use. I would rather stay to the brief to suggest the alternatives that we have. But, I think the digressions have been very useful. Mr. Chairman, as Senator Connolly has taken the lead in establishing, in showing that the power is there and the legislation is there in Ontario, in the Planning Area Board, and in the city and in the municipalities, if we can get to this official plan and partnership from the Federal District Commission.

Going back to the middle of page 65 where we suggest that we could have three different official plans if we cannot reconcile them in one. In that case, if we had three different official plans, the Federal District Commission would be working with each one of those municipalities separately, and then it would come to the Planning Area Board from whichever municipality was concerned.

In the event of there being inability to agree, then those units which did agree would make their application for the registration of their official plan, or each would seek the registration of a separate official plan covering the municipality concerned.

However, there is confidence that, if the work were well done and the discussions and decisions made in this way by the respective groups separately, and then by their conference, to iron out difficulties, the chances are, that an agreed official plan to cover the whole area could be evolved.

Then, from the basis of this plan and these recommendations as adopted, development could take place in respect to various services among the municipalities concerned, but primarily in the approach to the dominion government for a consistent policy and plan for the acquisition of land, or for the guarantee of use for land within the boundary zones desired by the national capital on a firm basis of evaluation and compensation in the light of the land use and proposed developments agreed upon within the limits of the official plan.

The proposal is, therefore, advanced at this time on the part of the Board of Control of the city of Ottawa for exploration and discussion with the townships respectively, of Gloucester and Nepean.

The city is prepared to have members of its Board of Control or its officials, attend with representatives of the township of Nepean and the township of Gloucester, or groups of their citizens, as may be desired to explore this matter further.

In the hope of its development, the city would propose that each township have its own committee to work with the consultants, and that the city of Ottawa, through the Board of Control, should work with them in turn and that the integrating committee should consist possibly of three representatives of each of the townships, and the members of the Board of Control.

Mr. Chairman, I want to emphasize that what the city of Ottawa offered there was that it itself would be in the minority on that committee. There would be three from each of the townships and the five members of the Board of Control. That illustrates our confidence that we could work together.

Such plan or plans, as then agreed upon, would then go through the Ottawa Planning Area Board to the minister for his official approval.

There is another item added to that—the city of Ottawa offered, or the Board of Control did recommend to council that the overwhelming percentage of the cost of this plan, which would run to somewhere around \$20,000 would be assumed by the city of Ottawa, except for practically a token payment from each of the townships.

Now, I might say this, that at different times the Federal District Commission has offered, and there is money in their vote, to provide help in zoning, or such planning; but neither the city nor the townships have felt that they wished to accept that privilege with its obligations. It is like the woman who takes a car from a man: there are certain presumptions that she is going places with him. Here you have assumed a certain implied obligation.

We preferred, and the townships have expressed the same preference at any discussions that we have had, that we would meet the cost of the plan and our people would work day by day to the full access granted by the Federal District Commission in the correlation and integration and identity of land use and so on. Then, when we would get on with all that was there,—and we have the complete resources for the proper evaluation of the land in our three municipalities,—then in the light of that we could offer to the dominion authorities, through the Federal District Commission, or the other departments that might be concerned,—as I pointed out in respect to the Finance Department municipal grants and the Department of Public Works, a complete plan,—as a basis that would give reality and legal entity to the national capital plan.

I might go back to page 27—

*By Mr. Weselak:*

Q. Could I just inquire when this letter was written?—A. March 27, 1956.

Q. And you have had no reply to that letter?—A. Yes, we have had a reply. One township has referred the matter to a committee. Nepean has had one or two discussions and has referred it to a committee. We have not had any formal reply from Gloucester. I know, however, through the reeve, that Gloucester has been exploring it. Their concern is, naturally, if they went along with this and adopted the official plan, do the values of the official plan, or do the uses that the official plan puts on, freeze the land values there. And we have said: "No, we will go along so that we work on our principles of valuation and compensation as we are working on the official plan in respect thereto." A lot of it would depend on whether those people are allowed to retain their own farms and to sell what is required for a parkway, or a driveway, or an access road. Then if any is to be used for light industry or the like why should not the people who have held that land for 120 years be the people who would sell it for light industry? Why should not they be the people who would sell it within the conditions of the official plan? Why should it go through any other hands? So the townships, like the city, are concerned, I would say, rather than suspicious, and cautious in the light of experience.

Now to go back to page 27 and the last paragraph:

In the city's experience and knowledge, the inclusive purchase and holding out of use of the acres of the boundary zone at the cost of many millions of dollars, by the Federal District Commission which enjoys complete exemption from the Municipal Grants Act on all land so held with loss in assessment and revenue could involve some millions more in Dominion annual tax-lieu payments to municipalities affected or severe financial problems to Ottawa.

Members of the committee, if the Federal District Commission acquired by purchase that land concerned, which we say is nearly \$50 million in value all that land and holdings of the Federal District Commission, as we developed last week in our evidence, will be lost in so far as any payment in lieu of taxes.

Mr. GOUR (*Russell*): Surely not.



The WITNESS: Consequently one or two things would have to be done. An assessment of that land would have to be taken and an amendment to the Federal District Act be made to put it under the Municipal Grants Act, which would mean millions of dollars in payments by the dominion government in lieu of taxes. If that were not done, then it would seriously imperil the solvency of the municipalities, particularly the townships. I am quite positive that if all that land in Nepean that is looked upon for possible acquisition by purchase were acquired, there would be so little assessment left to Nepean that the fragment of Nepean would have to go back into the county.

*By Mr. Gour (Russell):*

Q. If they bought some land, they should pay the tax just as any other individual.—A. Yes, in principle but not now as the law stands, and from the city of Ottawa we wish to point out that if that whole area of ours, the southern lands in the Greenbelt in the city—if the land in there is purchased as proposed, then you are not only facing the capital cost but you are also facing, as you say, the taxes.

Q. Yes, the taxes.—A. the tax-lieu payments on the civic mill assessment.

*By Senator Lambert:*

Q. In connection with this problem which her worship the mayor of Ottawa has just presented, it is well known that the British North America Act exempts dominion government properties from taxation in any municipality, but the plans that affect the Municipal Grants Act under which it makes grants to municipalities on all properties held by the federal government in lieu of taxation.—A. Except those which are held by the F.D.C.

Q. That is true; but there can be balancing factors stated there from an economic point of view. What I am trying to point out is that the federal government has no authority to pay taxes on anything to any municipality.

—A. Except as parliament gives it to them as grants of grace.

Q. But that is not taxes; there is a formula, as you know, and the Minister of Finance has already stated that in his opinion it should be 100 per cent rather than 100 per cent less two.—A. We have meticulously used in all correspondence and references the words "tax lieu payments". We never say "taxes, or tax payments" because we recognize that they are tax lieu grants.

Q. Quite!—A. But under special legislation—and this is with the F.D.C. paying nothing—if the F.D.C. acquire these lands within the three municipalities,—they have over 8 million or just about, in Ottawa now paying nothing, and if they acquire, let us say, \$50 million worth by purchase, then somewhere the loss of that income has to be equated.

I agree with you that I do not see it being equated under the Municipal Grants Act; but you are talking about the equivalent of tax income on every million dollars that is acquired, and we hope by later suggestions, to outline, as Senator Connolly suggested, under our official plan, how much less expenditures will be required. I do not want to get ahead of that part of the brief. I will deal with it later in respect to the protection of that by investment in other lines there. However, I was not criticizing present municipal grants.

Q. I think that emphasis is being put on something here which is perfectly obvious to everybody in this committee, namely the problems which exist with reference to the municipalities which are adjacent to the areas that the F.D.C. wants to deal with. Now then, what are the best ways and means for doing that? That is the problem which this committee has to consider and on which it has got to make some recommendations. I suggest that we be given credit for having some appreciation of the complexity and difficulty of the



problems which do exist in relation to Nepean, Gloucester, the city of Ottawa and the municipality of Hull in this area, because it is one of the things we will have to try to deal with in our report. I think the question mark has been raised and that it is very clear to everyone!—A. What we were advancing is basic, and that is why the time was put on it. It is basic to have the official plan under the existing legislation.

The question of expropriation under such a plan, from one owner and the holding and later resale to another, at a profit, in the use of public funds is, of course, one for parliament to decide but it should be pointed out that it can also raise problems involving grave questions of civil rights and of provincial and municipal enactments, by laws and powers.

Moreover, a substantial part of any such profit from the resale would be due to the fact that no taxes would be payable in respect to such properties and that the profit would be made at the cost of the municipality.

The co-operation of the province might be sought in the evolution of an official plan for the area—this is what you suggested, Mr. Gour—on the understanding that such a plan would set out the land actually required for the national capital plan in drives, parkways, roads, etc., assure purchase at fair evaluation, and leave in the hands of the owners, where they desired so to retain it, lands available for other and agreed uses in accordance with the plan.

Mr. GOUR (*Russell*): Surely it should be like that.

The PRESIDING CHAIRMAN: Shall we adjourn now until Thursday morning, June 21, 10.30 a.m.?

Agreed.

(The committee adjourned.)

















THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons  
on the

# FEDERAL DISTRICT COMMISSION

*Joint Chairmen:*—The Honourable Senator F. W. Gershaw  
and  
Mr. Armand Dumas, M.P.

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 16

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THURSDAY, JUNE 21, 1956

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WITNESS:

Her Worship Mayor (Dr.) Charlotte Whitton, C.B.E., Mr. W. E. MacDonald, Water Works Commissioner, and Mr. L. W. Pillar, Director of Planning and Works, of the City of Ottawa.

## MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,

and Honourable Senators

Aseltine, W. M.  
Cameron, Donald  
Connolly, J. J. (*Ottawa West*)  
Connolly, H. J. (*Halifax*)

Dessureault, J. M.  
Lambert, Norman P.  
Reid, Thomas

## MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,

Aitken, Margaret (Miss),

and Messrs.

Blair, W. G.  
Buchanan, W.  
Caron, A.  
Fraser, Alan (*St. John's East*)  
Ellis, Claude  
Gour, J. O. (*Russell*)  
Hansell, E. G.  
Harkness, D. S.  
Houck, W. L.

Leduc, R. (*Gatineau*)  
Mang, H. P.  
McIlraith, G. J.  
Nowlan, G.  
Philpott, E.  
Richard, J. T. (*Ottawa East*)  
Robichaud, H. J.  
Weselak, A. B.

Antoine Chassé,  
*Clerk of the Committee.*



## MINUTES OF PROCEEDINGS

The SENATE, ROOM 368,  
THURSDAY, JUNE 21, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 10:30 o'clock a.m. Mr. Armand Dumas, Joint Chairman, presided.

### *Present:*

*The Senate:* Honourable Senators Aseltine, Cameron, Connolly (*Ottawa West*), Dessureault, Gershaw (*Joint Chairman*), and Reid.

*The House of Commons:* Miss Aitken, and Messrs. Blair, Dumas (*Joint Chairman*), Hansell, Harkness, Nowlan, Philpott, Richard (*Ottawa East*), Robichaud, and Weselak.

*In attendance:* Honourable Senator R. B. Horner; Dr. Maurice Ollivier, Q. C., LL.D., Parliamentary Counsel; *from the City of Ottawa:* Her Worship Mayor (Dr.) Charlotte Whitton, C.B.E.; Controller Roy Donaldson, of the Board of Control; Mr. Gordon C. Medcalf, Q.C., City Solicitor; Mr. David McMillan, Chairman, of the Ottawa Transportation Commission; Mr. J. H. Lowther, Finance Commissioner; Mr. W. E. MacDonald, Water Works Commissioner; Mr. L. W. Pillar, Director of Planning and Works; Mr. L. W. Wright, Assessment Commissioner, and Mr. T. D. Williams, Labour Economist from the City Treasury; *from the office of the Privy Council*, Mr. H. J. Hodder; and *from the Federal District Commission:* Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning; S. B. Wass, M.E.I.C., Railway Consultant; Walter Bowker, Director of Information, and Marcel Couture, Chief Accountant.

The Committee resumed from Tuesday, June 19, the adjourned consideration of the brief submitted by the City of Ottawa.

Her Worship the Mayor of Ottawa, Dr. Charlotte Whitton, C.B.E., was recalled.

Her Worship continued her presentation of the brief of the City of Ottawa, during which she was assisted by Mr. W. E. MacDonald, Water Works Commissioner, and Mr. L. W. Pillar, Director of Planning and Works. In the course of the examination of Her Worship the Mayor, Major-General Howard Kennedy, C.B.E., M.C., Chairman, Federal District Commission, was called to make a brief statement.

The Mayor tabled the following documents:

1. Chapter 61 of the Statutes of Ontario, 1955, entitled "The Planning Act, 1955".
2. Extract from the Municipal Act of the principal section under which the Use of Land and Buildings may be Regulated by Municipal Councils, Section 390 of the Municipal Act, Revised Statutes of Ontario, 1950, Chapter 243, as amended.

3. Summary of Legislation Affecting Planning 1956, prepared and distributed by the Ontario Community Planning Branch under date of June 11, 1956.

It was ordered that copies of these documents be obtained and distributed to each member of the Committee.

At 12:40 o'clock p.m. the examination of the City of Ottawa officials still continuing, it was adjourned until the afternoon sitting.

12:45 o'clock p.m. the Committee took recess.

#### AFTERNOON SITTING

The Committee met at 3:30 o'clock p.m. Mr. Armand Dumas, Joint Chairman, presided.

*Present:*

*The Senate:* Honourable Senators Aseltine, Cameron, Connolly (*Ottawa West*), Dessureault, Gershaw (*Joint Chairman*), and Reid.

*The House of Commons:* Miss Aitken, and Messrs. Blair, Dumas (*Joint Chairman*), Gour (*Russell*), Hansel, Harkness, Leduc (*Gatineau*), McIlraith, Nowlan, Philpott, Richard (*Ottawa East*), Robichaud, and Weselak.

*In attendance:* The same persons as are listed as in attendance at the morning sitting.

The Committee resumed the adjourned consideration of the brief submitted by the City of Ottawa.

Her Worship the Mayor of Ottawa, Dr. Charlotte Whitton, C.B.E., was recalled. Again she was assisted by Mr. W. E. MacDonald, Water Works Commissioner, and Mr. L. W. Pillar, Director of Planning and Works.

At 5:40 o'clock p.m. the examination of the officials of the City of Ottawa still continuing, it was adjourned to the next sitting of the Committee.

At 6:45 o'clock p.m. the Committee adjourned to meet again at 3:00 o'clock p.m. Monday, June 25, 1956.

Antoine Chassé,  
Clerk of the Committee.

## EVIDENCE

THURSDAY, June 21, 1956,  
10.30 a.m.

The Presiding CHAIRMAN (*Mr. A. Dumas*): Gentlemen we have a quorum.

We will resume consideration of the brief submitted by the city of Ottawa.

Will you please turn to page 16 of the green-covered book—the main brief—to the zoning by-laws section, section number six at the bottom of the page.

I will call on Her Worship Mayor Charlotte Whitton.

**Her Worship the Mayor of Ottawa, Dr. Charlotte Whitton, C.B.E., called.**

The WITNESS: Mr. Chairman, may I just before starting draw the attention of the committee and of your secretary to this very excellent summary of the Planning Act of Ontario, together with all the amendments, which has just been put out by the minister. It is a revised summary, of 15 pages, and if I might suggest it without presumption, Mr. Chairman, I think it would be a most valuable thing to have copies of that available to every member of the committee. The subject matter is very clearly set out and along with it the relevant extracts from the Municipal Act, showing the powers of the local municipalities in planning.

The Presiding CHAIRMAN: Thank you very much Your Worship, we will try to get in touch with the Department of Planning and Development.

The WITNESS: And the third one is simply two or three relevant sections of the Ontario Resources Commission Act.

The Presiding CHAIRMAN: We will get in touch with the Department of Planning and Development and get copies of that.

The WITNESS: Mr. Chairman, our evidence has attempted to develop first the different position of Ottawa from other cities with the great national plan to be put into effect in the area, then the official plan of any municipality which sets out all our roads, works, parks etc. and land use. And then you come to the second series of provisions in any other Ontario municipality, but the third series in Ottawa because of the national plan taking first place. This third series is zoning, which deals exactly with the precision use of the land, and that is where we begin evidence today at section 6, Zoning. Zoning may proceed outside the official plan, without an official plan or within the official plan—it has to be done in any case: it is what fixes actual land use within any official plan.

I am reading from page 16 at paragraph 6.

Prior to annexation in 1950 the major portion of the city was zoned by a number of unrelated by-laws passed pursuant to various section of the Municipal Act. That is the old city of 6,000 acres only.

Senator REID: I see there is complete jurisdiction of zoning allowed without any jurisdiction or right coming from the provinces.

The WITNESS: We submit everything in zoning first to the planning board, then to council and then to the Ontario Municipal Board in our zoning by-laws. To resume from the main document: When the area of the city was quintupled in 1950 there were large areas in the new city which were not



protected by any kind of zoning by-law. The zoning by-laws in effect in parts of the area annexed from the township of Nepean were, by special legislation obtain in 1949, kept in effect until altered by the city. There was no time to obtain such legislation in respect of the area annexed from the township of Gloucester—and members of the committee, look at the extent of it—and, accordingly, the City Council at the first meeting held in 1950 re-enacted in one by-law, three by-laws which were in effect in the area annexed from Gloucester.

The greater building activity in the new areas of the city required that first attention in the matter of zoning should be given to these areas.

I think, if I might, Mr. Chairman, that I should at this point insert one sentence in here because of a question asked at the last session I think by Senator Connolly. There is a complete difference in the zoning development of the United Kingdom and Ontario, and that confuses some people who think of the county boroughs as the answer to a federal district here. In the United Kingdom the act says that the municipality shall zone, or shall have, these official plans. The Ontario legislation is permissive, "may". Also in the United Kingdom in the great developments of housing subdivisions, the municipality prescribes—therefore "shall prescribe"—what shall be the basis of the subdivision and so on. In Ontario the subdivider goes along with his plan on his own and comes to the municipality for approval which does not make for as integrated and orderly development.

To resume the brief:

Some limited zoning took place in 1950, 1951, 1952 and 1953 by the enactment of zoning by-laws and also by the insertion of covenants in new subdivision agreements. That is the way we tried to hold the fort. In 1954 the city initiated an extensive program of zoning with the ultimate objective of re-zoning all lands within the city and since January 1, 1954, twenty-four area zoning by-laws covering approximately 9,000 acres of land have been approved by the Ottawa Planning Area Board, enacted by the City Council and approved by the Ontario Municipal Board. Most of this land is either under development at the present time or scheduled for development in the near future. In addition to the newer areas of the city, certain of the older areas are also being re-zoned, for example, Ottawa south—that, if I might add here, consolidated and amended thirty-seven zoning by-laws throughout the city.

*By Senator Reid:*

Q. What about the remaining 21,000 acres?—A. Half was zoned. If I might go on—for example, part of Ottawa east and Sandy Hill. Part of that Ottawa east area would be in this new area. That one Ottawa by-law consolidated some thirty-two by-laws. That has taken a couple of years. The lands have been re-zoned and the Overbrook area, it says here, "is well advanced in zoning", that area down in the east end is now through council and on its next process before the provincial minister for advertising and hearings.

Now, the next item is the answer to the Senator. Approximately one-third of the land area has been re-zoned since 1950, and of the remaining two-thirds at least one-third is in urgent need of re-zoning. The other is either under zoning or in general zoned use, but you see, we are like Hamilton, Quebec and Windsor, blocked with the rapid expansion and change upon them and zoning because they have not been able to lay on an official plan. These three cities, are doing it by progressive zoning within the concept of an over-all plan, and that is our problem but stiffer. For we have to incorporate our official plan within a national capital ideal plan.

The extent of the city's accomplishments in re-zoning cannot be appreciated without a knowledge of the careful and democratic process which must be followed before a zoning by-law comes into force. Critics of the city's zoning sometimes appear to have the impression that all the city council requires to do is to enact a by-law containing zoning regulations which the council considers desirable. This is far from the fact. Each by-law is first drafted after careful study of the problem by the city's zoning engineers. It is then discussed in detail with community organizations or representatives of property owners who are sometimes not easy to convince that local interests must to some extent give way to the over-all needs of the community and that the ultimate portion of zoning for the entire city calls for a proper balance between residential, commercial and industrial needs. Then the draft by-law is studied by the Technical Advisory Committee of the Ottawa Planning Area Board—and might I emphasize there in the light of Senator Connolly's question yesterday that we do not go and try to lay on a by-law even tentatively until our zoning engineers have discussed their first draft with the people of the area. That may take weeks and meetings and meetings with aldermen of the wards concerned. Then the draft by-law is studied by the Technical Advisory Committee of the Ottawa Planning Area Board and by the full Ottawa Planning Area Board on both of which bodies the Federal District Commission is represented for the purpose of assisting in avoiding any conflict between the zoning proposals and the national capital plan. For example, areas which have been zoned for industrial development are those which have been recommended for this purpose in the national capital plan.

We may meet to seek some modification. As far as zoning is concerned we go the full way to the Federal District Commission, and the F.D.C. technical staff attend these full Planning Area Board meetings with their appointed representative, the chairman. We are asking that the Federal District Commission come a little more to us before they get too far on with their precise planning within the city. After approval by the Ottawa Planning Area Board the bylaw is submitted to the Board of Control and by the Board of Control to the city council.

*By Senator Connolly (Ottawa West):*

Q. Must it go to the Ottawa Planning Area Board for approval?—A. It must.

Q. Once you have the Ottawa Area Planning Board, then every zoning by-law must be approved by the Ottawa Planning Area Board?—A. The zoning by-law goes to the Ottawa Planning Area Board after all this process, and when the Ottawa Planning Area Board has approved it, it then goes to the Board of Control of the city of Ottawa. The Board of Control may send it back. For instance, on area I the other day—

*By Senator Connolly:*

Q. But it must be heard before the Ottawa Planning Area Board, is that right?—A. Yes. More than that, as you will see here, Senator Connolly, we in the Ottawa Planning Area Board have refused to have deputations and delegations come before the Ottawa Planning Area Board—which is not a law enacting or a by-law enacting authority. You see, you have at all these local meetings the people and often their solicitors, so if there is a protest it is heard by the Board of Control.

Q. I see.—A. But what happens frequently is that the Ottawa Planning Area Board report comes to the Board of Control. The Board of Control will have received a protest and we may send the plan back to the Ottawa Planning Area Board and ask for reconciliation. For instance, in a recommendation that came to us last month the whole great west side of the Russell road was



to be turned into a commercial area. It had long been zoned for residential by the old township of Gloucester. There was a large United Church property there. The Board of Control said that they could not agree to this change, no matter how good the industry was, just because the people right around that area had agreed to the change as is permitted under the by-law. The Board said, in effect, to the O.P.A.B., you cannot take that whole area and make it industrial until the church and all the area is consulted. So the Board of Control sent that back, and on Tuesday, the Ottawa Planning Area Board decided that there was validity in their objection. The O.P.A.B. are going to put the industrial section across the street on the east where it was so zoned in Gloucester.

To resume, from the Brief, after approval by the Ottawa Planning Area Board the zoning by-law is submitted to the Board of Control and by the Board of Control to the Council. After enactment by the Council, which often amends the proposal, the by-law still lacks force until it has been approved by the Ontario Municipal Board which does not grant its approval until a public hearing fully advertised, has been held at which any interested property owner, who desires to do so, may attend and state his objection.

The entire zoning by-law may take half a page in six point type in the ad. that is put in the Ottawa papers by the Ottawa Planning Area Board well in advance of the hearing and enactment.

It is not uncommon for a by-law to be amended at this stage as a result of objections by property owners.

If it is amended by the municipal board, it then comes back to the council and we have a mandatory amendment that we must enact.

This is what happens in the course of a zoning by-law.

Each by-law is also scrutinized by the Community Planning Branch of the Ontario Department of Planning and Development.

Members of the committee, these processes are slow, as you see, taken step by step through not weeks, but months and perhaps a year or two in order to get a comprehensive zoning by-law in an area where people live and own the land. It may seem frustrating to the national plan and those who are eager to get on with it; it may seem frustrating to the subdivider, energetic and interested.

Mr. Chairman, I submit that it is the slow, certain processes of democracy and the rights of the people that are frustrating. It is not the city or its machinery. It is the right of the individual in regard to his land and its use and the right of the municipality and the authority of the province that must be considered. These necessary processes of democratic protection of rights are necessarily slow, but they are certain. When they are complete you have reconciled all your interests in a wholly legal order. I think, sir, that the city has not been doing badly in its progress in its zoning.

*By Senator Reid:*

Q. Perhaps they are too democratic.—A. I beg your pardon?

Q. Perhaps they are too democratic, too many boards to go through?—A. They are simply the right steps, the technical interests in planning must submit to the whole Board and each part must be reconciled to the whole area.

I think, Senator Reid, if you have got to err one way or the other, you err more safely for humanity and the rights of the people, and the individual's rights, and you err less seriously if you move too far to democracy rather than if you move to the quick, expedient and ruthless area of dictatorship.

*By Senator Connolly (Ottawa West):*

Q. The point is, I take it, these processes are pretty well prescribed by the law of Ontario under which the municipalities in Ontario operate?—A. Yes.



The procedures and forms—there is even a chart, Senator Connolly, where we have to go. These processes are all in an old province, and old areas that are trying to adapt to modern planning. As a matter of fact, I do not think we are as badly off as Toronto—well, I will say rather another city.

May I ask you this, because it has come up so often, to move further on to page 51 and page 52 in your green report in an effort to show you again that land use in redevelopment and slum clearance is nevertheless still land use, and it must fit also under your provincial law re zoning, as has been emphasized repeatedly by Senator Connolly. It must move within the planned development of housing legislation in Ontario, and the powers we have as a city. So, if I might start reading there on page 51, section 2, sir.

#### Redevelopment and Slum Clearance.

Possibly because the Federal District Commission and the National Capital Plan, as elsewhere mentioned, had their origin in the Ottawa Improvement Commission, any inquiry or discussion of these relationships to the municipal government of Ottawa has emphasized—and somewhat necessarily so—the actual physical setting and development of the community.

But this cannot be done—especially to the degree of emphasis in the Greber report—to the disregard of the overriding responsibility of the municipal authority and the living of the community, that is the capital. The fact of Ottawa, the city, a community, almost half a century older than Confederation and fully a century older than “The National Capital Plan” cannot be set aside. The zones of its business and commerce, its residential areas—luxury, average, mediocre and substandard—cannot be ruthlessly dealt with on the lines of a blueprint or an overall plan or sudden sweeping zoning and rezoning. The reality of living, the rights of ownership, the relationship of the homes, the churches, the schools, the stores and services, the community’s recreation resources, both commercial and otherwise, their eating places, in short all the pattern of their living must be seen through the “overlay” as it were of what the planners may dream, may desire, may work towards but only in justice and consideration of what is, as well as what may be. It can all be very frustrating but it is important to distinguish whether it is the slower, surer, safer processes of a self-governing democracy at the level of its people’s local government or a culpable indifference or non-cooperation which explains the gradualness of development and change among the municipalities which are practically all no less anxious than any especially constituted mechanism of the national government to justify and realize their dignity as part of the national capital area.

#### *By Senator Reid:*

Q. You are just saying there exactly what I said a minute ago when I asked you about there being too much democracy. As a believer in democracy you are not now complaining about anything I have pointed out. The people should have all the say. The people in this city elect the council, and you have to go through this with the Ontario Municipal Board, and all the other procedures. Therefore, I say there could be better democracy if it were left more to the wish of the people here who know the conditions, rather than some board in Ontario.—A. It happens to be the authority of the minister, who is elected, and the municipal act, a law giving the province sufficient power to dissolve a municipality, or to entrust it, as the city of Windsor was for some years, to the administration of a committee appointed by it. But, I am quite satisfied that the basis of cooperation must be worked out with the province and the municipalities, because it is the electors of the municipalities in their right as provincial electors who can influence the provincial policy.

Senator REID: I agree with that.

The WITNESS: Their responsibilities must, step by step, concern themselves with the extending provision, the adjustments, the relocations of the essential services of this actual living of their people. For instance, relocation of the railways in the national plan can involve the complete transfer of thousands of workers, the abandonment of their homes and the business and agencies servicing them with no possible claim of the municipality or the individual small home owners, the schools, the churches etc., suddenly left in deteriorating, vacated "ghost" areas. The relocation of one major government building can not only throw out the entire transport, school, church and community setting of its former area but bring sudden convulsing demand for all these services in the area of transferred or new location. For example, Tunney's Pasture and the Central Mortgage and Housing Corporation on the Montreal road.

If I might illustrate there: Tunney's Pasture, an entirely new section of the city developed for Public Works, created a demand for homes and access. And on the day that Tunney's Pasture opened, with the transfer of the staff from the Dominion Bureau of Statistics, one of the most profitable lines of the Ottawa Transportation Commission, the Sussex line dropped from over 1,200 people carried in one unit per day to less than three people on that line. The line had to be changed, and in fact the Rockcliffe end of it was abandoned. That is why there may be slowness, and that is why there is this absolute need for conference and plans in anticipation of change. That is why we asked the Ontario government to approve the addition of Major General Young to the Ottawa Planning Area Board, since Major General Young is now chairman of an interdepartmental committee charged with the planning for 10 years ahead of decentralization and relocation of public works buildings. The province would not allow us to throw out the balance further than we had done in the board in the representation of the citizen members. But, we have the right to have General Young or his representative attend at all times and confer with us as a consultant.

Now where the Department of Public Works decentralizes or relocates, it can be a much more convulsing thing than the Federal District Commission, because they take thousands of people to work in that other place. The Central Mortgage and Housing Corporation's location on the Montreal road, and then the acquisition of the seminary as the Royal Canadian Mounted Police property in the Hurdman's Bridge area, obliged the city to install new bridge foundations far in advance of the Queensway, because of this sudden enormous amount of traffic back and forth in an area that was planned for a seminary, which would not have created the same traffic demands at all. To refer again to the brief. It is the burden of municipal government constantly to be anticipating these changing currents in the community's living and to be preparing for change, adapting to it, controlling the force of its impact, if at all possible. The city of Ottawa has not been laggard in attempting to adjust its humanitarian responsibilities to its greater changing growth in the plan of the national capital. The city, in its very nature, has no actual slum areas of the extent marking industrial cities. It has the more difficult problem of a city where the familiar industries were largely "family" owned and in which blocks of land, or even lots, contiguous to the firm's or family holding, were made available, often with the materials for building for the "running-up" of small homes, too often in the rears of larger, substantial residential or building blocks.

May I say in justice to those lumber founders, Mr. Chairman, that while this is left as a legacy in some parts, we have some of the magnificent features in the National Capital Plan made possible by their locations. For instance the beautiful rockeries and the fine property out there in Rockcliffe, that was the Bronson Lumber Company right down to the river. The property which was available all around Dow's lake, and that part of Madawaska and Opeongo



roads, was the old Booth lumber yard. The city has had more opportunity of collaborating with these lumber firms and families in the years of change in working with them for the capital and trying to get development along planned lines than possibly ever occurred with other industries in any other city at any time. The Green Island area now slated for a City Hall, is the old lumber yard of the Edward's mill which has been used as the Bureau of Statistics and the National Film Board, and is now to be torn down.

This city is different from almost any other city in Canada in its story. Some of the most modest frame houses in parts of the city will be found to be better built, more resistant to our winter, than the more pretentious, less substantial building of the "modern dwelling" of recent erection. And all along the waterways, which were the first routes of transport and the route of the timber and later, the highways, "family" or "double" houses were similarly built, without much plan or control, though the areas in both upper and lower town, where either By's engineers or the By estate laid out the plans are marked by through, wide streets and well spaced lots.

We have Wellington street, and we have Rideau street which are very fine in width because the Royal Engineers so designed them. We do not have to do any widening in those areas.

But one result is that any so-called "slum clearance" in Ottawa has to be a most carefully assessed process in small area by area examination and almost block by block execution, and must be closely related to relocation of families rather than of whole areas.

Consequently, the city sought and obtained—in 1952—special legislation from Ontario to provide for special inspection, demolition or renovation of individual housing and, moreover, without seeking aid from any other government, to permit reasonable loans to finance improvements, which, however, it has so far been found unnecessary to use except in a very few cases.

The city has also used the National Housing Act to get public spirited citizens to serve on low-rental housing corporations which have erected and operate rental units with municipal investment in the "second" mortgage of 10 per cent. The city has also made city-owned land available to these projects which in the last three years have provided 626 new dwelling units, another 106 units are projected in one project while the civic housing committee is presently preparing a submission for complete renovation as a pilot scheme of both houses and business in two or three small city blocks. New dwelling units under private auspices number 15,216 from 1950 to 1955. The population increase has been 23,500 against new housing for 53,000.

Now, I shall not go through and read it, but I direct your attention to page 53 which gives you a table that shows you just exactly the schedule of demolition in all our nine wards. We have to do this spotty demolition and reconstruction. We have no great areas for redevelopment such as you would find in a different type of industrial city. We submit that just to emphasize what Senator Reid has said, how much rests with the city—how ingenious, I think, in its eagerness the city has been to use or to seek special legislation from Ontario to deal with the practical problem of planning and rebuilding as it comes to us day by day. Then, sir, if we might go back to page 8 in the summary, where we broke off—"industrial development."

This again is another type and problem in land use that has created very particular problems for Ottawa, in its endeavour to adjust to the capital and that does not exist in any other municipality. In respect to the plans and costs of capital works the city asks for a candid decision on policy from the dominion at this time.

The Presiding CHAIRMAN: This is in the "road guide" on page 8, section (c)—industrial development.



The WITNESS: The reference in the main report, Mr. Philpott, is on page 49 in case members of the committee want to look it up. That is where they will find it.

Is Ottawa to be developed—This is what we would like from this committee: we would like a definite, candid lead. Is Ottawa to be developed primarily as the capital city, designed, adorned and beautified as such and with no more heavy and indeed not much more light industry than at present existing?

If so it is altogether likely that the people of Ottawa would concur in such national policy providing that those current tax-lieu payments and capital existence grants were adjusted to compensate for such a restricted type of municipal development.

If I may on my own responsibility interject there, Mr. Chairman, I would say that in the last 30 months tremendous realistic progress has been made between the dominion government and the city under the Municipal Grants Act in realizing that first condition, more equity in the tax-lieu payments. They are now taking up what we would have lost in industrial assessments to a much greater degree.

If heavy industry or industrialization is not desired and if, as the national plan indicates, certain light industrial areas are to be encouraged, then it is suggested that, just as the dominion is assuming the cost of developing water and sewer services to the areas indicated for industry in the national plan, since their installation otherwise is at such a distance and cost as to discourage both industry and the municipal taxpayer from such impossible burdens—

Mr. Chairman, might I, if Mr. Williams would just show you here on the map, illustrate the exact situation. Under the national capital plan the industrial area is down there in the southeast, down through there and around the new railway plant. Now you will see there that there is practically no development in between it, as will be developed later with sewer and water, while we have water to a certain area there as far as we could go with caution and planning to serve with a reasonable water pressure for development there. You would have to put in heavy installations if you were going to serve a greater industrial demand.

*By Senator Connolly (Ottawa West):*

Q. Where is it, again? In the township of Gloucester?—A. No, no, it is within the city. It borders Cyrville and Gloucester, Mr. Senator, but it is down there by the Russell road and St. Laurent Boulevard, and in there.

Now to illustrate, down in there options have been obtained on two farms by an enterprising industrial development, and you cannot let new sewers and drainage go in there because you have a gravity question which Mr. Pillar will later explain; you cannot have that development with another enormous discharge of raw sewage into the Ottawa river go across there, so what the developer wants to do is at his own cost is to put a pumping plant in there. That would cost about \$100,000 and serve, perhaps, for a limited period of time. Now he could sell those sites to light industries, and that is within the national plan. But to do anything that is substantial and proper, fitting into the Gore and Storrie report, to put that sanitary sewage unit in—and I am not talking about a storm sewer also in that great former swamp land—would cost over a million dollars. To put that burden on the people of Ottawa—the general tax rate—to develop that for that industrial area—simply is not possible or fair with us needing millions for local improvements where homes already are to get sewers in. It would mean putting a million dollars on about 160 acres—is that about it, Mr. Pillar?

Mr. PILLAR: The area of the industry—Shenkman—is just under 200 acres.

The WITNESS: To put that million dollars on there immediately puts the sale of the land beyond any practical price for any one going in for industrial

lots. At the moment we are holding up further development there until this committee will give a clear-cut directive. Ottawa wants to do for the national capital plan and national capital what the people of Canada, and what the parliament of Canada wants done for their people; and if you say light industry in restricted amounts, just to give a certain degree of balance, we will go ahead with you. Personally I feel that this mighty nation that is to be can afford in the first century of its existence one dream city. That is my feeling as a citizen, not necessarily what I might be, in response to the decision of our own ratepayers, forced to advocate or advance. I personally believe that Canada can afford to keep heavy industry away from the heart of beauty in this city. You have paid a million dollars already to remove some of it from Wellington street—foundries and other industries there. If we are to have this building for industry so far out in the city then I think there is a legitimate argument for the extension to services there being considered as part of the national plan and our plans there are now awaiting your lead as to which you want. If you say "yes, a degree of light industry in those areas" the Federal District Commission and the city has agreed to bring in the Gore and Storrie people again to give us a report on exactly how that section there can be fitted in in advance of the Green's creek plan; and I would hope we would go together, the Federal District Commission and the city, and that we would require—just as from any housing subdivision developer—we would require the industrial subdivider to take his share as advance of need and his cost of those services that would ordinarily arise. But we ask particularly and urgently if this committee will give a lead on that fundamental question of the nature and degree of industry to be located in the capital.

Controller Donaldson has suggested to me that if we have the industrial areas pushed to the very edge of the city like that you create beyond them a further pressure from the townships for industrial development of an intensive nature in their areas. This decision of ours as to light industrial areas will be related to yours and to the Federal District Commission's suggestions, and I think we would go along, and also the townships, on whatever Parliament wants.

I believe that any type of specialized light industry should be re-located or located gradually outwards as you put your services out, not built in the heart of the city. I do not think any objection could be taken to some of the types of industrial plant for which we have given permission, say along Carling avenue, well set back with good landscaping required, and access controlled. I would think that a person who could not read would find it difficult to decide in his own mind whether some of these plants such as Rollo Crain and General Electric, were fine schools, hospitals, college institutions or industrial plants. But it costs money to do that. We have land to which industry will go, if serviced. We got the Ontario Hydro to move; they have gone to the west end for their regional plant and we are moving our own hydro down to the Albion road. But just as we lack residential serviced land, we have not got the serviced land for industry and if it is to be that far away for the sake of Canada, which we agree—

*By Mr. Philpott:*

Q. Supposing the national capital were not here at all. This great city would have to have the town planning—you would have to have your industries segregated just like any other city of this size.—A. Oh, but Mr. Philpott, we have given up some of the finest potential areas right along the river. If we were not the national capital we would be like Hamilton or Windsor. Out here as you go along the Somerset street bridge you see all that old area of first settlement, Britannia terrace where the first settlers spent the first night on their way to South March; and there you see mills, lumber firms, breweries, smoke stacks and so on. The city would have had—it had—these industrial areas all about the waterways. As you go along Wellington where the new



government buildings are there were industrial plants. There are fine buildings rising where they were. There were industrial plants, a motor battery plant etc., where the technical mines buildings are going. The city of Ottawa would have developed with a great degree of industrial activity and its ugliness, as in other cities. You take Kingston. The plants are going in along its magnificent waterfront now. Take New Westminster, Senator Reid. Some of your tall timber went in the expansion and development there. The fortunate thing for Canada was that the area of parliament hill or Barracks Hill as it was, was held by the Crown—and while industry and lumbering development put its mills elsewhere right indeed along Sussex drive, these cliffs of Parliament were preserved for military use. Had Ottawa not become the government city, the various mills would have stayed where they were and been modernized for other or the same purposes as business demanded. What happened in Bytown was that the entire area of parliament hill from Wellington street along Queen street, swinging out to Elgin and what we still call the Sappers bridge (crossing by the station and right across to lowertown, which was a geographical and legal expression, the present upper end of Rideau street) all that was out of bounds to the entire civilian population of the settlement. A large part of that area was expropriated for military purposes for a fort until the 1840's and that is why there is that queer bulge in the development of Queen street. The people had to go around that way. Nicholas Sparks in the 1820's when it was first expropriated by Colonel By sued for it and lost and afterward in the 1840's the Home Government, as it was then, decided that we no longer needed this fort at the other end of the Rideau canal in case the Americans broke through at Kingston and came down; that the Crown would surrender the land and Sparks sued for its recovery and obtained it. That is the basis of the great business and commercial development so late along Sparks and Queen streets. So that our industrial areas, one by one, have either been taken over for the Crown, or are reserved or are now under restrictions for the national plan. There are other limitations too which we have made, Mr. Philpott. It is the city of Ottawa that has passed a by-law putting a limit of 110 feet on the height of any building.

Q. I am just asking the question. I think it would be most unwise for us to give any kind of snap judgment as to what our attitude might be in a matter of this kind. Without expressing any opposition I am simply asking the question. You have made some very important points in the course of your evidence, and I think the main point you have made is, perhaps, that the national capital plan has been weak to date in not having been submitted to the Ontario Municipal Board in advance, thereby avoiding a lot of the delays which are now very evident. But when you raise this new proposition that by reason of the fact that this is the national capital the taxpayers of Canada should pay the capital cost of extending the sewers out to your industrial districts, then I think you are raising a very big question which we certainly cannot deal with summarily.—A. No, I do not expect it, any more than the Board of Control would make decisions in an open meeting on a snap judgment. But I want to emphasize this, that the decentralization and shoving far out of industrial areas are in the Greber plan and are set forth in some detail. These industrial areas are relocated farther away under that plan, and it has been said time and again that this is the plan of an architect and a city planner; he can move things about with fine imagination completely regardless of the fact that it involves a cost of hundreds of millions of dollars in water mains, sewers and roads, and homes and properties of citizens, business and commerce.

*By Senator Connolly (Ottawa West):*

Q. Does this summarize the position? That if you were not the national capital, from the point of view of the city what you would like to do would



be to locate industry along the main sewer and water mains so that you would not have to build new lines?—A. And transport, highways and railway lines.

Senator REID: A very reasonable request—a natural request.

*By Senator Connolly (Ottawa West):*

Q. And would you say that there was room to do it on the main sewer and water main routes?—A. Within reasonable extension, if we did not have these vast acreages held out of use. And may I say that I think the Federal District Commission—not Mr. Greber and the national plan—that the Federal District Commission has done a magnificent thing in the last two or three years largely because General Kennedy, though the honorary chairman, is also an engineer, and taking and tying all together this railway question and the relation of the rail lines to our transport approaches. Instead of doing this piece-meal, and in bits and pieces, it has been done as part of an over-all plan, and an attempt has been made to bring it under a time schedule. That is another thing that comes in because of the plan, that would not bother an ordinary city. Here are industries located, perhaps, for 40, 50 or 60 years on a good spur line of Canadian National Railways or Canadian Pacific Railways and on a great highway, a provincial arterial road, previously designed for expansion and development. Then everything is changed by the government's changes. Take the development out at Tunney's pasture near a heavy industry area which must change now, too. Not only does industry have to locate, but the plan lifts the tracks, changes the right of way, forces relocation of all transportation access as well as their plant. The Federal District Commission has been the recommending agent, up to hundreds of thousands of dollars, for national funds to go into compensating foundries along Wellington street—Fleck and Lawson, and Vail's big laundry. These firms are being paid hundreds of thousands of dollars in compensation so that the national capital plan can be developed on Wellington St. and they relocate somewhere else.

*By Senator Reid:*

Q. Who is paying it?—A. The Dominion of Canada. In some cases it has been necessary for the Federal District Commission to go as far as the Exchequer Court of Canada to get the adjustment, and in other cases it has been reached by negotiation and option. As these plants leave Ottawa, then we can lose not only what we were getting in taxation. If the property becomes part of public works it earns taxless grants but the business assessment which runs into hundreds of thousands of dollars goes out since it is geared to the ordinary land assessment. Also, if the new plants go out into a lower industrial assessment area then we lose tremendously also in the business tax.

We have zoned and re-zoned and we have sent industry and commercial development further and further out, and in this big zoning by-law which we put on the other night for the great Overbrook area there were even very few stores allowed to serve it. That is the situation.

We are marking time in our next major developments until after your decision in the parliament of Canada as to what balance you exactly want in industry in your capital. Then we are confident that there will be a reasonable and equitable adjustment if we have to take on advance works that would not be in the nature or extent Ottawa municipal works or ordinary local works as in the case of a city like Windsor, Hamilton, Vancouver, Saint John, or Quebec.

Now, having taken those as two or three of the angles which we wanted to bring in to show how land use must begin and be established within the municipality and under provincial legislation, to go on to the next page, 9, of the summary, we want to point out and emphasize that no matter what we come to in the way of an official plan and advance of need formula with the

Federal District Commission there will be, from month to month, enormous major projects in this 30,000 acres, and services giving access to and from it and life within it, that will have to be the subject, at each step, of special agreement that will take in not only the Federal District Commission but, for instance, the Department of Public Works in extension of services to buildings they plan, and will have to take in at every step the government of Ontario not only for authority but to save the taxpayers of Canada because we should not as an Ontario city be precluded from earning the capital grants subsidy and current maintenance, that is open to any other municipality of Ontario to whose revenues the people of Canada contribute. There will be other municipalities who will have to come in on some of these special agreements in the capital area.

We put in here, on page 9, three urgent major projects as examples. These urgent major projects are of a nature and much more expensive, because of the national capital plan, that would be involved for the city itself and so call for special agreements.

Now, these three projects—if I might insert a sentence in here—concern themselves with certain major considerations. Looking up with the worm's-eye view of the municipal council of the municipality to the God's-eye view of the national capital plan, there is the plan's major consideration that is beautification of the city, or capital area. But there are two other things that must not be discounted and these are your transport routes that will allow the life of the national capital to move within it. Life has got to move through your area of beauty and improvement and dignity. Then there are second the services of the amenities of life, water and sewers, for the people who live in the beautified area. Those three factors have to be thought of, as it were, as a trinity of equal development in the national area—beautification, transport and communication, and the essential realities of the people's living.

One of these major projects is in transport the Queensway. Members of the committee, the reference here in the green report is at page 43. That is where you get the full details of the Queensway, which because the great part of the traffic for Ottawa wishes to enter, not by-pass the city, as the capital, will be a special crosstown thoroughway instead of an "about way". We go into it in more detail on page 43. But the peculiar thing again, which our traffic survey specialists showed was that here—whereas in practically every other major city in Canada traffic wants to get around it the quickest way to the next point—Ottawa is, by reason of the river and the canal a terminal point and a lot of goods come just here and go no further. But the interesting thing is that while 75 or 80 per cent or more of the people want to get around the cities, or through them, as quickly as possible, because of the increasing interest of the tourist traffic on the whole continent and the people of Canada the "desire line"—as it is called—is into the centre of Ottawa. People do not want to be steered through Ottawa quickly and forget that they were there as is the case in Toronto, and I could mention some other cities. They want to visit the national capital and see the Parliament buildings, the Archives and the National Gallery; they want to come to the heart of their capital. Consequently, while the province of Ontario had this plan for a tremendous by-pass of the city of Ottawa and the Greber plan originally called for a parkway drive across the old railway right of way in the city, the city and the Federal District Commission got together, about the first month after General Kennedy's appointment as chairman, and decided to try to make a "package deal" of the whole thing instead of the Federal District Commission doing this and the city doing that, and decided that we would go to the province together and meet federally with the Trans-Canada highway authorities in an effort to combine the plan of the national capital



—this was originally General Kennedy's idea—with the parkway, and make a regular thoroughway, the Queensway, that would serve every type of traffic.

*By Senator Reid:*

Q. Parking should be tied into it. You are losing visitors by the score who cannot find a place to park. You will have to join parking with the Queensway or the traffic will pass you by.—A. We have started on parking. Off-street parking is utterly and absolutely restricted, under recent amendments to the Ontario Municipal Act, to the municipal parking authorities. That is off-street parking and the income from it must go to expand facilities. We have taken advantage of that legislation this year and, because of the peculiar situation again in the Capital we had to get private legislation over and above the municipal legislation which only received royal assent in April. We have set up a parking authority and we are going to deal with parking as a whole for the entire city with our traffic engineers sitting in with the Federal District Commission and Public Works officials. In fact, within the last month only, the city Board of Control asked the Federal District Commission and the National Research Council and the Department of Public Works to get together with our parking authority to take this whole area down about Sussex drive, and along here where the National Research Council has its problem. We are tackling that in anticipation of the city hall being on Green Island. There is already one big parking unit going up just by the market which will take some of that jam off Rideau and Sussex, and then the whole area behind Murphy-Gamble's here on Queen street will be tiered parking under private enterprise—Garfield Weston is putting money into that.

Q. Sometime I hope to put some ideas before you with respect to parking.—A. We will be pleased to have them if they will work.

*By Senator Cameron:*

Q. Looking ahead 20 years or so, you will need to have provision for a by-pass as well.—A. Looking ahead 20 or 25 years, the province of Ontario thinks that is necessary. But this other has to be done as part of the national plan. Therefore, it was our idea, and General Kennedy was authorized by the Federal District Commission to put it up to the Prime Minister, and I was authorized to put it up to the Premier of Ontario and in the end the Premier of Ontario called in this group, the chairman of the Federal District Commission, the Minister of Public Works for Canada and his technical advisers, myself, and our technical advisers in Toronto. It was practically a meeting of the entire cabinet of Ontario. All the works ministers concerned and the Attorney General were there from the legal angle, and the province of Ontario agreed they would do the actual work of the partnership. The DeLeuw Cather report on the Queensway is the first result of that agreement.

1956 is a bad year for a municipality in Ontario. The very successful Ontario election is over and the federal election has not begun, and, consequently, the promises have not yet become performance in the one area and the hope of performance has not yet become a practical promise in the other. These are incidents of a democracy for which we pay.

*By Senator Reid:*

Q. Which you just cannot get around.—A. The Queensway is held up now because of two major reasons I would say, subject to General Kennedy's concurrence or correction. First, the DeLeuw Cather report changed some of the concepts of our engineers and the highway department and the earlier consultants undoubtedly to give greater movement and greater future consideration, but at the cost of much more land acquisition than what the Federal District Commission was putting in as the railway line right of way. Now that additional



land acquisition has to be shared by some of the partners. Second, the difficulty is that other cities which were not the capital immediately besought the Premier of Ontario to go in on this 50-50 arrangement of a Trans-Canada highway with them for what were through-city thoroughways—not the Queensway of the Capital—and, consequently, in this four-way undertaking while the Federal District Commission and the province and the Department of Public Works came to certain agreements, the sharing formula of city and province had to be worked out especially, Ottawa succeeded last year in getting amendments in Ontario legislation, helped by Hamilton which is in some way affected by a similar through provincial highway. We got an amendment that would allow Ontario on certain highways, quite apart from the Trans-Canada highway to go in 50 per cent of arterial links. So, we must have a formula within a formula worked out by Ontario with the Department of Public Works, and then worked out with Ottawa by Ontario because Ottawa city is not disposed to save the province of Ontario the amount of money that it is saved by the Dominion of Canada. I would say, General Kennedy, that that is a correct statement.

In the design everything is ready. As a matter of fact it will begin outside the city from the east and the west, and work into the city. I believe those plans are practically ready as to specifications for tender.

Then the enormously intricate and costly part is in the city and right downtown. The province, Senator Cameron, is quite happy to go along with us, that is, the F.D.C. and City to take the few millions more involved in this as against ordinary subsidy and some plan that would not be as practical as going through the city now on this joint plan. But the Province faces the fact that in 20 or 25 years they must have through the great outer area a by-pass way. But a by-pass would not earn investment on the traffic of today.

This project is urgent to assure proper access to and through the capital area itself, for an east-west route of 22.8 miles, of which 4.4 miles lies eastward of the city's limits, 8.4 miles westward and 10 miles within the city, calling for relocation of 3 miles of city streets.

Might I say here, one of the townships suggested that they had not been consulted on the sections that are outside the city. Those sections come under the Ontario Department of Highways. There is no reason why the city of Ottawa or the Federal District Commission should have gone in directly on the planning or development of that part because that part contains major provincial highways. We assumed the Province had dealt with the townships.

The original estimated cost for the city section only was \$20 million, the Federal District Commission to put in the right of way at \$5½ millions worth of land, the city to take 50 per cent of the residual cost (\$7½ millions). Revised costs set this total now at \$31 millions and obviously the city cannot take up the increase alone. (In addition to this \$31 millions, the portion east of the city will cost \$2½ millions, and west \$2 millions.)

Q. Is the cost of construction to include land acquisition as well? The Federal District Commission could put up \$5½ million of land and the city \$7½ millions of land.—A. No, cash for the city.

Q. You can read that into it. It is not stated there. That is why I asked the question.—A. Here is the right-of-way cost. In the \$31¼ million within the city, the land right of way is, altogether, \$14,273,000 of which, on this revised valuation, the cost of the Federal District Commission land to be put in as a cash equivalent would likely go to about \$7 million.

General KENNEDY: Our contribution would be, practically, about \$7 million as to the value of the land.

The WITNESS: The consultant firm put a higher valuation on the land in their study than the city of Ottawa did in its assessment, or the F.D.C. in its valuation. So part of that extra is through the difference in value. (I

told the premier of Ontario that if he had not let the consultants firm at Toronto do it on a percentage fee the cost might not have been marked up so high on the land thrown in).

Senator REID: It is always the way with it.

The WITNESS: The road, paving, drainage, and utilities, and the engineering and contingencies costs are \$8,485,000. That breakdown is not in the Brief. I am giving it to you from my own chart here; and the structures, minor and major, the bridge, overpasses and all that are \$8,492,000, so that is way the three items are made up to the \$31½ millions.

*By Senator Reid:*

Q. Suppose they built it. It would go to about \$40 million?—A. It will be \$31 million plus the \$4½ million for the parts outside the city. For instance, in one part in the city alone—which you members of the committee will understand and know, from O'Connor street down to the Rideau river, that part which contains part of the city streets and the costly right-of-way—the costs—construction and all—are set \$17,880,000 of the \$31 million. That is typical of why we must have all phases of the national plan begun in its first details around the table with the city of Ottawa, because just imagine what it will be in our city's living to relocate completely across the city, three miles of city streets? The F.D.C. and the city in partnership have shared to acquire that land, but people are living thereon in homes and carrying on business; commerce is moving through it; it is in use, but it has to go out of use. So likewise in respect to the problem no less than the cost of the railway removals. The removal cost is in your cost of land, is it not, in the F.D.C., General Kennedy?

General KENNEDY: Yes.

The WITNESS: That is in the cost of acquiring that right-of-way—and I may say that all our specialists, and the government people and the Ontario consultants, have said that had the city not that fortunate fact that the Canadian National Railways right-of-way was being abandoned across the city this scheme would cost from \$60 million to \$75 million.

*By Senator Cameron:*

Q. Then it could not have been done at all?—A. No, it could not be done at all, and in fact can only be done now in the combination of the city and governments. And this must be realized from the point of view of the city and brought before the province, that if this project does not go ahead as the Queensway, then the dominion will build its through parkway across that right-of-way and it will be for limited traffic as a parkway, with nothing over what, 3 tons weight?

General KENNEDY: No commercial vehicles!

The WITNESS: No commercial vehicles or any traffic of a heavy nature. The Dominion will build entirely on its own, and the people of Ottawa will have to collaborate with it in the cost on these tremendous clover-leaves, overpasses and interchanges, and we will have to do something to get other regular traffic arteries. So the Queensway must be a four-way agreement for all traffic as the only practical answer. It is a question of getting together on it. So we put this project in the Brief to show you that no matter what you do to change the F.D.C. or to change the place of the city of Ottawa in the national plan or what provisions you create, there will be these special major undertakings because of the very nature of the capital itself, and shared liabilities that will



call for perhaps as many as three departments of the government as well as the liaison of the F.D.C. being in, the Department of Public Works, and, because the Rideau canal belongs to it, the Department of Transport; the city of Ottawa and the province of Ontario.

Then this next project is as follows:

The second urgent project is the whole grave question of the additional collector, the interceptor sewers, and the sewage disposal plant so urgently required and on such extent for the whole area, not only for the city.

If you will mark opposite this paragraph that is fully developed on page 35 of your green covered report, I shall not read it, but you will have the reference and may read it at leisure.

The city urges that this parliamentary committee recommend an immediate partnership of the dominion with the province of Ontario under the Ontario Water Resources Commission legislation of 1956, covering the river at least from the Deep River atomic plant eastward by which the city of Ottawa, at least, would agree to buy sewage service from the completed project and consider the terms under which its present extensive major sewer installations would become part of the provincial system if desired.

All along the way in these developments is the prior need of water installations if development is to proceed. Water is used to wash the sewage through the pipes and it has not been brought out before the committee in any evidence which I have read yet, that the Gore and Storrie report involves other tens of millions in costs by its plan of separating the sanitary sewers from the storm and drainage sewers. The old city has combined sewers with tremendous drainage into them, while the Gore and Storrie plan contemplates an entirely separate system of storm sewers discharging to the river; but another enormous network of sanitary sewers, to the sewage disposal plant.

If I might—I spoke to the chairman—I would like at this stage if the committee would allow the commissioner of water works, Mr. MacDonald, to show you the enormous network and the changes required because the principles accepted with the Gore and Storrie plan. Central in that and the national plan is the fact that the water works plant of the city of Ottawa become the focus of the whole system of the area within the borders of the green Belt. Mr. MacDonald could do a good job of telling you before your lunch adjournment, and could show you the plan on that map in respect to water services; and then, immediately after we reconvene, I would like the privilege of having Mr. Pillar, the director of planning and works, this afternoon, show you the basis of the enormous sewage system and the changes it will involve because in any understanding of the National Plan it is basic to have an understanding of what you can do under the earth, and we believe, in the city—

*By Senator Reid:*

Q. Let me get it clear. Under this proposed system, you would have to change the whole piping of the system of the city?—A. No. The combined sewers are in the old city. What the city has been talking about—is the separate system in all extensions and the great cost of the storm sewers. The city has been taking the cost for subdividers and everybody on everything over the standard water pipe size, and the standard sewer size because the newer areas were claiming that the old city had one charge on a combined water and storm sewer; that the property in the old city carries the cost of a combined service also. For instance, the difference in the sewers is the cost of everything over 12 inches taken by the city, as a whole. Some of these storm sewers, where there should never have been development in swamplands



in subdivisions in the annexed area—will call for 72 inch pipes within the storm sewer. With nine by-laws alone which we have down for consideration—the storm sewers alone will cost \$19 million, so that is why we want you to see this city plan underground and to see the area without leaving the city limits that can be serviced if the people are to be given essential services. That is the biggest single thing to help you preserve and develop in an orderly manner in the so-called Greenbelt or boundary zone. If these actual facilities to these homes and subdivisions can be developed, from those unoccupied and unserviced areas right out to the inner belt of the Greenbelt, and we can make arrangements with the townships to tie in and to go beyond our limits with their services, then builders will build from the centre out. If the dominion and the city can come together on capital costs for these advanced water services and the province will come in on this sewage section, this will lead to a very great part of the people looking for homes and of the subdividers developing that inner area in an orderly manner because the services will be there.

We can get a better appraised of the national plan right through from the centre of the city outward as values will stabilize since the exploitation and speculation which are going on outside the city limits will be arrested by the fact that serviced land will be available closer in. There is speculation within the city limits of course, now but it is nothing as hectic as it is outside. By orderly development you will reassure the people who want to remain in farming that they will retain their land, and you will be able to get the acquisition of land which the F.D.C. wants for driveways, parkways and so on if it is set out precisely under the official plan, and we think you will make every million of your dollars turn over twice by using them in this advanced capital development.

That is why we ask to take up your time on this explanation because we believe that through having the national capital plan developed by these works, you will provide also assurance of the preservation in orderly development of the boundary area as a rural-urban zone or as a Greenbelt. The basic things are water, sewers and transportation for the whole area.

*By Senator Reid:*

Q. Looking to the future and looking at the plans which have been submitted by the F.D.C. would it be your contention that this plan, looking to the Greenbelt development of the future, should be submitted to your council before you are called upon in the council later on to provide and to join in providing water and sewers in the Greenbelt?—A. We believe there should be greater precision in all the features of the national plan; that is now at the stage where it should not be left in general forms or changed with such flexibility. Further we feel that you should not hold, let us say, 500 feet as the width of a driveway in the eastern or western approaches, when you may not be putting in your national capital driveways for 25 years or so, but define now the width to be used, we in the city should not be asked to agree now with the F.D.C. that anybody should be required to give up 500 feet or their land now if 180 feet is what is going to be required! Moreover when a driveway route has been defined and land taken for it, it should not be lightly changed.

Moreover the precise routes should be known to the municipalities as a regular routine, and any changes fully discussed. For example the F.D.C. wants to do something about the transfer of excavated material, changing certain levels and so on; and our planning board had to be consulted and the Board of Control. Then we learnt for the first time of substantial changes—not for today or tomorrow but involving major changes and the relocation of part of Alta Vista drive—I do not wish to go into all these details but at the moment

we are spending \$80,000 as our part of the Alta Vista drive, with certain zoning planned as to where it was going to go, traffic routes are depending thereon. Yet the city learns incidentally of major future changes. That should not be. The municipality should develop this permanent official plan with the F.D.C., and that other dominion authority the Department of Public Works as well, as to the city's partnership in where these buildings are going to go in the development of the government's decentralization plan, and where the parks are, and in what order and over what period of time. The National Plan must become a precise plan that is going to be flexible through zoning, but not with such flexibility that changes are brought about from month to month in any area simply by the F.D.C. or indeed in any other way in the end than by by-law of the city of Ottawa and amendment under provincial legislation which would control the city from too sudden change as well.

But all these examples here and—these explanations are to show that in our judgment—and Senator Connolly has referred time and again to the Gore and Storrie report—advanced works in the provision of water, sewers and transport and the possibilities under this new sewage disposal and water pollution authority of Ontario are the basic things to advance the national capital plan.

Senator CONNOLLY (*Ottawa West*): The short answer is simply this, that the Gore and Storrie is an over-all recommendation with reference to the sewers and the water supply and it is summarized on page 36 as to what has been done, namely, \$3,900,000 and what must be done, namely \$33,350,000. I think what we would like would be to hear Mr. MacDonald and to have him deal briefly with this.

The Presiding CHAIRMAN: Mr. MacDonald, would you come this way please?

The WITNESS: May I point out that even since this report was written, a very important fact has emerged that the province of Ontario is providing capital of over \$2 billion to this new water resources commission so that they will take and construct, just like the Hydro, on a partnership basis, and the municipality can pay.

Mr. W. E. MACDONALD (*Commissioner of Water Works*): Mr. Chairman, members of the special committee, Your Worship, ladies and gentlemen, it is a privilege for me to be called upon today to set out some of the highlights of the water-works system of this city. May I say briefly that the city of Ottawa is supplied with water through one single source of supply at this location, on Lemieux island. It has an over-all capacity of 42 million gallons. The per capita water use in the city of Ottawa three years ago was 132 gallons.

Senator REID: Is that its total capacity, 42 million gallons?

Mr. MACDONALD: Forty-two million gallons is its total capacity. Two and a half years ago the city of Ottawa adopted a plan of universal meterage, and we went out on a very wide scope and extended our work in connection with waste water surveys, with the result that we have made great progress in the conservation of water over the last three-year period. City consumption has been reduced from 132 gallons per capita to, now for the last five months of this year, only 102 gallons.

That additional amount of water saved can be very useful for serving additional increases in population.

Had it not been for this combined plan, the city of Ottawa would have been faced three years ago with the necessity of building a second filtration plant.



Senator REID: Do you take periodic tests of the water?

Mr. MACDONALD: Not only periodically—yes, tests are taken every fifteen minutes at the filtration plant, over the 24 hours in the day. And, in addition to that, systematic tests are taken every day throughout every ward in the city, in the different government buildings, residential buildings, fire stations, and so on. They come in, and the bacteriological process consumes a period of 48 hours before a report is given.

The WITNESS: And those reports are filed and they constitute one of the first items of business every day which comes before the Board of Control.

Mr. MACDONALD: And the Ontario Department of Health, as well. I merely wished to point out how the city has proceeded, in the last three years, to conserve water. Now, I will go ahead with my main brief.

The WITNESS: Would it not be well, Mr. MacDonald, to point out in relation to what we have developed in connection with the conservation of metered water, that it would be the equivalent of adding additional facilities to serve 20,000 people?

Mr. MACDONALD: Yes. The purpose in saving water, briefly, is that the more water we can save every day of the year the more is available to save an increased population.—We may have to build a second plant for greater flexibility and for greater security purposes, both civil and otherwise. The point is that we had some years ago a per capita consumption of water in this city, in 1918, of 216 gallons. So, constantly, by the installation of commercial meters and waste water conservation we have been successful in reducing that consumption to 102 gallons.

The significance of that reduction is that when we are now faced with having to build a second filtration plant and additional pumping plant facilities—had we not conserved our water over the last twenty-year period, and got it down, we would have had to build a plant of about 72 million gallons, as a secondary plant.

The recommendation I have made to the Board of Control is that we will need—this plant is sufficient to supply the city of Ottawa, including the neighbouring municipalities of Rockcliffe and Eastview, until we reach a population of 275,000 persons, which it is anticipated in the Royal Report will be, reached in 1960.

Therefore the city of Ottawa is confronted this year with inaugurating a plan for the inception and getting under way of a new filtration plant and transmission line. The site tentatively selected at the present time, after discussions with officials, including Major General Kennedy, Mr. Hay, and some others of the Federal District Commission, will be approximately at this point here as I known on this map. And instead of building a plant capable of handling 60 million or 72 million gallons per day, the recommendation is that there be a duplication of the present 42 million gallon plant.

Senator CONNOLLY (*Ottawa West*): What is the point; would you please indicate that point?

Mr. MACDONALD: It is just below, in the deep water channel, below the Metropolitan channel at Britannia. It is in deep water. It is an ideal situation. We could go upstream, but for every mile we consider going upstream it will cost us another million dollars in transmission mains, and we would have to go up probably eight or ten miles farther up stream to secure a site of equal value.

There is very deep water at this point. And in choosing a site for a filtration plant I would say that one of the first considerations, from an engineering point of view, is to make certain that the presence of anchor and fragile ice is limited to a minimum.



At this proposed site we would not have excess frazile ice. So, therefore, the only point we could build would be somewhere near this point. In addition, the plant would be on firm rock and the intake would be located in relatively still water. The high velocity coming down the centre of the river would allow us to operate a plant somewhere near that point so the intake would be located here in the relatively slow water.

In contrast to this situation if we were to consider the construction of the plant above the point referred to on the map at Britannia, our problems relating to sedimentation would be greatly increased due to the presence of high turbidity and silt during the time of windstorms on Lake Deschenes.

This Lake has an approximate width of five miles and, at certain times, the Lake is subject to violent disturbances.

The construction of an additional Water Purification and Pumping Station, as indicated on the attached plan, at Britannia Bay, would provide the City with a duplicate source of supply. This new Plant would be constructed approximately  $4\frac{1}{2}$  miles upstream from the present Plant now located on Lemieux Island. This dispersal of source of supply facilities would be desirable not only for flexibility and efficiency of operation but also to decrease the vulnerability of the Water Works System as a Civil Defence measure.

In August 1948, the Ottawa Planning Area Board engaged the firm of Gore and Storrie, consulting engineers in Toronto to submit a report on water supply and sewage disposal for the city of Ottawa and related areas. This report was submitted under date of July 1949. It provided a comprehensive scheme for adequate water supply and sewage disposal facilities for the future fully developed urban area designated by the master plan.

As a matter of fact, what brought this about was that a section of the old township of Nepean (Westboro) at that time was considering another filtration plant out here, at this point here on the map.

Senator CONNOLLY (*Ottawa West*): What is that point on the map?

Mr. MACDONALD: That is at Churchill avenue, at the intersection of the Ottawa river. We did not think that was a good thing; and they were also at that time discharging all their sewage into the Ottawa river above the intake.

Senator REID: Nepean does not get water from Ottawa, does it?

Mr. MACDONALD: Yes, it does. I mean Nepean township does not, but when I spoke about Nepean I was referring to the part known as Westboro that was annexed January 1, 1950, and all that area receives water. However, Nepean township does not. But Westboro, and all that area within the City receives water from Ottawa.

The WITNESS: Tell the committee, Mr. MacDonald—because this is important in relation to possible development of our argument for the investment of money in these works as a means of serving and saving the Greenbelt as required—the circumstances under which we sell water, the conditions to both Eastview and Rockcliffe, which have not their own systems. That would be possible, would it not, to sell to the township of Nepean and the township of Gloucester?

Mr. MACDONALD: It would be their privilege to receive water on some conditions, do you say?

The WITNESS: No, in the development of the whole area we could also sell out there.

Mr. MACDONALD: We could if we had the water, but we have not the water at the present time.

The WITNESS: Then, tell the committee how we provide Eastview and Rockcliffe.

Mr. MACDONALD: The city of Ottawa has only one source of supply. We think we should have two sources, and we are working along that line. We hope by 1960 that we will have a duplication plant similar to the one we have at Lemieux island.

Mr. BLAIR: You said something about the township of Nepean starting a sewage and filtration plant.

Mr. MACDONALD: They were. That has been corrected since the annexation took place. The section of Nepean previously referred to was the village of Westboro, and the area around there, which was discharging raw sewage without treatment into the Ottawa river, at the end of Churchill avenue, and other adjacent streets. And that is what brought about primarily this whole master plan, and the request contained in the Gore and Storrie report.

Mr. BLAIR: Where is it going now?

Mr. MACDONALD: It has been taken care of by a system of cross-town mains from the Westboro area, through the city of Ottawa, and into the city sewers. It is being discharged at one of these outlets, as shown on the sewer-plan which Mr. Pillar will go into when he describes the sewage outlets. That situation has been definitely corrected in the last five years.

Might I say on the suggestion of the mayor, that practically all of the areas of Nepean and Gloucester townships have no water system and no sewage system. When I made reference to Nepean, and the sewer outlet, that was the section which was formerly known as Westboro.

Senator CONNOLLY (*Ottawa West*): Before annexation.

Mr. MACDONALD: Yes.

The WITNESS: And in respect to that, considering both sewers and water supply, the dominion government went in with us, on the advance-of-need principle, to meet part of the cost on the Sellar formula of putting the collector sewer out there, and it corrected that situation.

Mr. MACDONALD: Yes. But, Mr. Pillar will cover all that.

Senator CAMERON: While you are on that, before you go farther along, you have referred to 40 million gallons by 1960. Will that be enough to take care of it?

Mr. MACDONALD: It is a plant that is built in the form of multiple. It can be added to. For instance, our present plant is comprised of 12 filters, and each filter has a capacity of  $3\frac{1}{2}$  million, and can be added to later, in the same way as individual storage cells of a battery.

The WITNESS: Mr. MacDonald, tell them how we sell to Eastview and Rockcliffe, because this is leading up to the joint development plan, that if water were put into the residual sections of Nepean and Gloucester we would make the same arrangements, and sell to them.

Mr. MACDONALD: That is possible. At the present time—take many years—back about 1919 the first agreement was entered into with Eastview. Eastview installed their own distribution system, and we connected it up with a city main, and they are supplied at two points in the form of a loop system, to give proper security. The water is measured and they are charged for the water through master meter. We have the same situation in the Rockcliffe area, and simultaneously water could be supplied at a subsequent date with increased facilities.

And, in several areas, as water is supplied to these other areas, if and when the city of Ottawa has additional quantities of water available, it can be done. At the present time the situation is "tight" with regard to the production of water in the city.

The Gore and Storrie report was prepared with the benefit of this knowledge and, therefore, the works laid down in the report were designed to serve the ultimate urban population which was to be contained within the proposed urban area.

All major works carried out by the Water Works Department since 1949 have been planned and designed on the basis of supplying water to the entire urban area as envisaged by the national capital plan, that is, to the inside boundary of the rural-urban zone which in some locations lies beyond present city limits.

The reference to this is on page 29 of the city brief.

The works recommended in the Gore and Storrie report included the Carlington Heights reservoir.

This was constructed in 1953 in the Merivale Section west of the Merivale road. The next item is a 42-inch feeder main starting at the corner of Scott street and Bayswater avenue; and westerly from Scott street to Tweedsmuir, and southerly on Tweedsmuir to the Merivale road and west on Lepage avenue.

The next is a 42-inch feeder main on Bayswater avenue from Wellington street. That has not been gone ahead with at the present.

Forty-two inch feeder main on Bayswater avenue from C.N. right-of-way, southerly across Rideau canal and Rideau river to Billings bridge. This project is shown here on the map. We now have an application before the Federal District Commission for this main at a cost of \$1,555,000. This application covers the construction of a 48-inch main, southerly on Bayswater avenue to Carling avenue, and we want to install same in advance of the widening of Carling avenue, the necessary sections of pipe so that, at a later date, they will be in position. This main extends easterly along Carling to Opeongo drive, and along Opeongo drive across the Rideau canal, immediately west of Bronson avenue bridge, and along the federal district property to Leonard avenue, and south on Leonard avenue to Cameron, and easterly on Cameron avenue to the first block west of Bank street; and across the Rideau river where it will be connected to the new high pressure pumping station; and from there a 24-inch high pressure main on the Metcalfe highway to Randall avenue and easterly on Randall avenue to the existing 750,000 gallon elevated storage tank immediately east of Alta Vista drive.

The Gore and Storrie Report recommended a 48-inch feeder main from the Lemieux island to Scott street. This is another large main that has been completed since annexation.

We had to build an additional bridge structure across the Ottawa river from Lemieux island, and then we continued along the westerly shore of Nepean bay, and along the former Canadian National right-of-way and tracks, along the channel to connect to the Queen street pumping station.

Senator REID: Do you have to use booster pumps?

Mr. MACDONALD: Yes, we do.

The above is a 48-inch low pressure supply main from Slidell street to Fleet street pumping station. Another project was the relining of existing 51-inch transmission lines from Lemieux island to Fleet street station. That has been completed. Lastly there is the replacement of the existing 48 inches cast iron header at Lemieux island. This is scheduled for 1957.

The estimated cost of the foregoing works amounted to \$5,972,000.

Senator CONNOLLY (Ottawa West): This is at page 30 of the brief?

Mr. MACDONALD: Yes, of the city's brief.

Senator REID: Is that part of the \$11 million?



Mr. MACDONALD: Yes, that is right. The items contained in this group were considered as essential additions to the existing water-works system and were listed as of high priority.

In the second group the following works were recommended to be proceeded with as the proposed urban area developed:

Continuation of 48-inch supply main easterly from Bayswater avenue along cross-town right-of-way to King Edward avenue and continuing southeasterly across Rideau river, a total length of approximately 17,400 feet at a cost of \$1,425,000; a 30-inch main on King Edward avenue—approximately 5,400 feet at a cost of \$266,000, and a 42-inch extension from 48 inches from the east side of Rideau river to Baseline road, St. Laurent boulevard.

This is the one that goes along the Queensway and Bayswater avenue. It has its commencement at the intersection of Bayswater avenue and Wellington street, along Bayswater avenue, following the Queensway easterly across the Rideau river.

Then an installation of a 30-inch main on the Baseline road at a cost of \$411,000—

Senator CONNOLLY (*Ottawa West*): None of it has been installed?

Mr. MACDONALD: This 16-inch has been installed—

The WITNESS: And that was accelerated was it not because of the research council demands out there?

Mr. MACDONALD: Yes, and the R.C.M.P. and the air force at Rockcliffe.

In a supplementary report it was stated that three high-level districts would have to be established.

On pages 30 and 31 of the city brief a reference is contained as to the estimates pertaining to the individual items which will form an integral part of the high level districts.

The WITNESS: Would you show this on the map now, Mr. MacDonald?

Mr. MACDONALD: The three high level districts. This is the source of supply to the new line, the new 48-inch main to the Carlington Heights reservoir which contains 24 million gallons of filtered water which actually flows through the system 24 hours a day. Ninety pounds pressure at Lemieux island would bring water up to the level of the Carlington Heights reservoir, without any secondary pumping. That is insufficient to serve the area in the vicinity of the Civic Hospital. We have to have an additional pumping station located on Carling avenue at Bayswater avenue to raise the pressure to the elevation of the top of the tank at Island Park drive. Then the other district, over here, is the Alta Vista area. The pressure from Lemieux island and the Carlington Reservoir will only convey the water to an elevation of 250 feet. This point is at the intersection of Smyth road and the Rideau River. We have had to build a secondary pumping station there, and it is to operate only for five years because the new pumping station is to be built at Bank street. The temporary one, here, is at Smyth road and Alta Vista drive.

Senator REID: How do you get the water to Alta Vista?

Mr. MACDONALD: It is being supplied to the Alta Vista area by the two existing water mains, one across the River at the end of Clegg street in Ottawa East, to what used to be known as the Novitiate, later a seminary building. That is the first source of supply.

We have a secondary line across Main street and Smyth road, which went out to the Rideau Health and Occupational Centre. Here we have a

small, temporary pumping station which has been operating for three years, and we plan in another year and a half or two years, to abandon this temporary station upon the completion of the new high pressure station on Bank street, south of the River.

In order to operate this new pumping station, we have to first construct a new transmission main from the corner of Bayswater avenue, and along Carling avenue and the F.D.C. property, across the Rideau canal, and across the Rideau river, west of the Bank street bridge.

The WITNESS: That, if I might interrupt, is the particular work for which we were pressed so urgently that it should not be suspended, or payment held in abeyance in the terms of the letter I filed on Tuesday.

Senator CONNOLLY (*Ottawa West*): Mr. Chairman, I wonder if I might just say this: I think the detail which Mr. MacDonald is giving us is just a little bit too much for the committee to absorb. I was just wondering—we have before us here a very fine outline of what has been built and what is to be built and I think we are delighted to have Mr. MacDonald here with the mayor to outline the situation. But it seems to me that the committee's main interest at the moment is this: we want to know about the sewage disposal plant, how much it is going to cost—that detail is given in the brief—and we want to know what are the governing factors in the sewage arrangements in the meantime until the filtration plant can be installed and used under this complicated arrangement which Mr. MacDonald is explaining. I may be wrong, but I think that is the kind of information that the committee would like Mr. MacDonald to direct his attention to.—A. Mr. Pillar will deal with this sewage, if Mr. MacDonald would deal with the highlights of the services and where these services go now, and where it has to be expanded. This could be put on the map, Mr. MacDonald.

Mr. MACDONALD: I think I can cover it here.

The Presiding CHAIRMAN: Mr. MacDonald, I think we will adjourn now until 3.30 this afternoon. If you will Mr. MacDonald you can come back and give us a review in the sense that Senator Connolly has suggested.

Mr. MACDONALD: Yes.

Luncheon recess.

#### AFTERNOON SESSION

JUNE 21, 1956.

3.30 p.m.

The Presiding CHAIRMAN (*Mr. A. Dumas*): Your Worship Mayor Whitton and members of the committee, we will resume where we left off this morning before lunch. I will call on Mr. MacDonald to give you the review of the water-works within the city of Ottawa.

Mr. W. E. MACDONALD (*Commissioner of Water-Works, City of Ottawa*): Thank you very much Mr. Chairman.

In answer to the last question of Senator Connolly, I will try to summarize as I go along, and avoid detail. Now, if you will turn to page 31 of the city brief you will notice there that the total estimated cost of the projects contained in groups 1, groups 2 of the high pressure districts included in the Gore and Storrie report of the extensions amount to \$11,048,000.

To date, the following works included in the above lists have now been completed.

Senator REID: What page?

The Presiding CHAIRMAN: Page 31 of the main brief.

Mr. MACDONALD: The following works have now been completed, as shown on page 31: it includes the storage reservoir at Carlington Heights at an estimated cost of \$11,200,000; 42-inch and 48-inch supply transmission main from the reservoir to the intersection of Bayswater avenue and Scott street at a cost of \$1,600,000; 48-inch low pressure supply main from Slidell street at this point here, through the C.P.R. yards to the Fleet street pumping station at a cost of \$522,000. Then there was another item of \$85,000—relining of existing 51-inch pressure line both high and low pressure from Lemieux avenue, across the river section, suspended on the bridge. That work has been carried out at a cost of \$85,000. So that the works completed to date of the Gore and Storrie report are shown on page 31, and have been completed at a cost of \$3,407,000.

The advance of need payments—financial assistance has been received from the federal government. This is on page 31 also, gentlemen.

**Her Worship the Mayor of Ottawa, Dr. Charlotte Whitton, C.B.E., recalled:**

The WITNESS: Mr. Macdonald, I covered that in evidence. That is already read into the record. What the committee wants very much is to see on that chart the existing services and the projected services and where they are, that we are asking for advance of need on.

Mr. MACDONALD: I have just covered, ladies and gentlemen. What has been carried out by the water-works department. I just wanted to say, Your Worship, in regard to this advance of need for these projects amounting to \$3,407,000, financial assistance has been received from the federal government through the Federal District Commission on storage reservoir and feeder mains on the first two items through the extent of payments equivalent to interest charges for a period of eight years. Those were the schemes I was just telling you about. That is, the Carlington Heights reservoir and the large transmission main conveying water from this point and connecting to the 51-inch supply mains at that junction, out Scott street and up here at a cost of \$1,600,000. Now, the city has received financial assistance equivalent to the interest payment over a period of eight years.

Senator REID: What would that amount to?

Mr. MACDONALD: I think it is shown there, sir, on that page in the brief, is it not?

The WITNESS: It is in summary in the brief in the assistance, advance of need. That is in one of the tabulations setting it forth in detail.

Mr. MACDONALD: It is shown there, sir, on page 46 under the column of total amounts. In the center of the page I refer to the Carlington Heights reservoir and the other extensions made on Scott street, one at eight years and the other at ten years.

Now, that also included the building of the Alta Vista storage tank at this point here. As mentioned by the mayor, we had a demand for increased water supply in that area.

Representations were made to the Federal District Commission and were very well received. The city was given an advance of need payment of 3.7 per cent of that for a period of 10 years. We did not apply for anything in respect to the relining of low and high pressure lines. We felt that that was strictly a matter of maintenance.



Mr. GOUR: Just a minute, please. 3.7 per cent for 10 years, how much was the total of that?

Mr. MACDONALD: It is carried out there in the final column, sir, on page 46.

The Presiding CHAIRMAN: \$90,000.

Mr. MACDONALD: \$90,131. May I go on?

The Presiding CHAIRMAN: Yes, you can go on.

Mr. MACDONALD: May I refer to the next recommendation of the department which called for the construction of a 48-inch transmission main from the westerly section of the city of Ottawa where the new reservoir has just been recently completed, from McRae street and along the cross town tracks to the Queensway right-of-way, underneath the Rideau canal with a 48-inch main, through the Sandy Hill section, and continues with a 48-inch main beyond the easterly bank of the Rideau river where it is reduced to a 42-inch main and across the remaining part of the city to St. Laurent boulevard. The estimated cost of this is \$2,806,000.

Now, that is shown on page 32 of the city brief. Representations were made to the Federal District Commission for financial assistance covering the cost of the construction of this large transmission main. It was reviewed by the Federal District Commission, and the decision reached by the Federal District Commission was that the city should receive the interest rate at the rate of 4 per cent on a total estimated cost not to exceed \$2,500,000 for a period of two years only.

Now, might I say at this time that this decision of the Federal District Commission compares very unfavourably with the eight-year period previously granted on the Carlington Heights reservoir, and 10 years for the elevated tanks. Such reduction in the advance of need or expected assistance will force the city of Ottawa financially to slow down some of these large projects.

Mr. GOUR: Why?

Mr. MACDONALD: I shall touch on that later in my presentation. It will be seen from the above that of the works recommended and estimated to cost over \$11 million by the Gore and Storrie report, which are shown on page 32 of the city brief, projects costing some \$3,407,000 have now been completed, and works totalling \$4,361,000. Those are the ones I have just referred to. I referred to one of them. Let me refer to the second one.

The second one now recommended is to increase and augment the water supply in this large area known as Billing's Bridge and Alta Vista. Included in the Gore and Storrie report was a projection for the construction of a 48-inch main on Bayswater avenue at the intersection of Wellington street, southerly along Bayswater avenue to Carling avenue, easterly on Carling avenue, across the Dow's lake property of the Federal District Commission, underneath the Rideau canal, through Ottawa South and then across the Rideau river, immediately west of the Billing's bridge to a high level pumping station there; a discharge main constructed 24 inches in diameter at the pumping station on the Metcalfe highway to Randall avenue to supply the elevated storage tank.

We have now completed \$3,407,000. The two projects which we have now before us, amount to an additional \$4,361,000. This is on page 32. This brings it up to a total of \$7,768,000 of the original works completed or now under construction. Works now being recommended could not be proceeded with until the Carlington Heights reservoir, and the feeder mains out to the reservoir, were completed, and their installation at this time is in accordance with proper sequence in relation to those works.

The projects discussed to this point are all listed in the Gore and Storrie report but many additional works will be required.

If you will refer again to page 32. Some of these are being proceeded with now but the greater percentage of them will only be required as the outer areas develop. The references to these additional works and their estimated costs are shown on pages 32 and 33 sir, of the city brief.

The estimated cost of these additional major works are listed at \$9,784,000. In addition to these projects, may I say, the water-works department are carrying out approximately from 27 to 36 miles of local improvement water main installations each year.

Mr. RICHARD (*Ottawa East*): Each year?

Mr. MACDONALD: Yes. Each year. The additional cost, sir, is \$1,350,000 per year. We have spent during the past five years more than \$5,400,000 on local improvement lateral mains. Following annexation the city water-works department proceeded with the installation of distribution mains within the annexed areas as the demand for water services was particularly heavy. Approximately 125 miles of distribution mains have been installed since July, 1950.

The demand for water in the outlying districts was greatly accelerated by the annexation of the area. With the installation of so large a mileage of distribution mains it is now imperative that the feeder main extensions be carried out. The Gore and Storrie report requires that when installed they be of capacities greatly in excess of normal requirements in order to be adequate for the ultimate demands of 25 years hence.

In addition to the need of feeder mains to these areas—I have in mind in particular the new areas being built south of the Dunbar bridge. The Water Works Department has recently recommended, and this project was submitted to the Federal District Commission the extension of one new 42 inch transmission main to Billings Bridge—a 42-inch main along there, which I have outlined before; across to here on the map and then along here to this pumping station at an estimated cost of \$1,555,000. Representations have already been made to the Federal District Commission for assistance in financing this project.

At this time a much smaller main would suffice to serve this area, including the requirements of the proposed new government buildings for some years to come. However, the city has, as a matter of cooperative planning, carried out similar projects according to the specifications outlined in the Gore and Storrie report. This has been done in good faith with the expectation that the usual federal assistance toward the excess cost will be forthcoming. The cooperation of the federal government in this way eliminates future inadequacy of the supply with consequent construction of an additional feeder main to the same area at a later date.

I would like to say that water is needed urgently in the Billings Bridge area but the new demand could be met for the next 10 to 12 years by extending to the area the 18-inch water main which is now terminated at the corner of Grove and Grosvenor Streets. We could extend that main clear across the Rideau river and build a pumping station and construct a 24-inch main up to the Alta Vista tank, apart from that we could extend the 24-inch main on Bronson avenue across the Rideau canal along the southerly shore of the Rideau canal and that would in my opinion give sufficient water in that area for the next 10 to 12 years. In other words, we do not recommend that this restricted plan be followed, but prefer to maintain good faith, and go along from day to day in making recommendations in accordance with the plans laid down in the Gore and Storrie report—

Senator CONNOLLY (*Ottawa West*): Why do you not recommend that the restricted plan be followed?

Mr. MACDONALD: It would have to be duplicated 10 years from now.

Senator CONNOLLY (*Ottawa West*): That is a matter of prudence on the part of the city authorities.

Mr. MACDONALD: Yes.

The WITNESS: That is one of the projects with regard to which we asked for the advance of need payments. This is the one which was held up.

Mr. MACDONALD: I cover that here. An application was made to the F.D.C. on December 12, 1955 for a grant under the usual advance of need formula. Such assistance was not granted, however, the city being advised that no decision will be made until after the sittings of the Joint Committee of the Senate and the House of Commons.

In the interests of coordinated planning for the ultimate urban area it is extremely desirable that this project be completed in accordance with the Gore and Storrie report. If done in this way, there will be a proportion of the cost which will be superfluous to the normal municipal function for a reasonable number of years. It is for this excess cost that application has been made for assistance under the "advance of need" formula.

In the normal way, the city could serve this area for the next 10 to 12 years at a cost of \$777,500 or half the cost of the proposed 42-inch feeder main.

The excess cost because of adherence to the Gore and Storrie report is, therefore, about one-half the cost for a period of say 12 years or half the period until 1980. This might be considered as equivalent to the full cost for a period of six years.

Senator CONNOLLY (*Ottawa West*): Six years?

Mr. MACDONALD: Not below that. I am trying to make a point in answer to the requests we have had from the F.D.C. They have told us that we would pick up additional revenue in this area. That is true, but we will not pick up any more revenue by making a full extension from that point, until 12 years has elapsed from now; in other words we are laying lateral mains, but, we do not get any additional revenue from the fact that we make an extension costing \$1,555,000. That is a transmission main.

The city of Ottawa gets its money only from the small six to eight inch main put in on a local improvements basis. This becomes necessarily a matter of supply in that area. For the next 10 or 12 years the city of Ottawa could very well make a restricted supply—

Senator CONNOLLY (*Ottawa West*): May I ask a question right here? This formula you refer to as payment in advance of need—it is pretty well restricted, is it not, to the interest payment during the years when in normal circumstances you would not have the facilities installed? Is that not so?

Mr. MACDONALD: That is correct.

Senator CONNOLLY (*Ottawa West*): Are you suggesting that in addition to that, the additional capital cost should also—

Mr. MACDONALD: No, no, I am suggesting, sir, that a scheme be followed very similar to that set out in the Abbot formula. We have been given to understand that recently there has been a turning away from the implementation of the Abbot formula. We can only do certain things under our annual revenue from year to year and if the advance of need Abbot formula is not to be followed we would ask that some other formula should be advanced in substitution for it.

Senator REID: In view of the development in the future beyond the Alta Vista area has consideration ever been given to increasing the supply by putting in a new plant in the east instead of to the west?

Mr. MACDONALD: We have carried out surveys for many years on that, and there is only one source of water—the Ottawa river; you can get this water only from the Ottawa river.



Senator REID: I am speaking of the Ottawa river.

Mr. MACDONALD: Oh, upstream?

Senator REID: Downstream.

Mr. MACDONALD: No, no. That will be brought out I think in the pollution report given you by Dr. Berry.

Senator REID: In other words, you have got to go up the river for better water.

Mr. MACDONALD: Yes, and I may say, sir, in answer to a question this morning: they asked me—if you build a plant of 42 millions what will you do if you need more water? We had the foresight in 1949 to build a plant with a production of 35 millions as a multiple unit. We increased it in 1939 to 42 millions. That plant could be doubled. It could be brought up to 84 million gallons, but as engineer for the city of Ottawa I have gone on record, in view of recent developments, that I am not in favour of recommending the duplication of resources at that point. I want to spread the resources in the two points, which are at least  $4\frac{1}{2}$  miles separate from each other, to give additional security.

In advancing this submission, may I say we do not advocate that the smaller water main should be installed, but the above information is presented as a suggested means whereby the extent of advance of need can be estimated in an equitable manner.

The various projects contained in the Gore and Storrie report are being carried out in a coordinated manner, and the city of Ottawa in this application is requesting similar financial assistance which was granted to the city in connection with the transmission main constructed on Scott street—that is this one here—as well as building of the Carlington Heights reservoir.

May I respectfully point out that the city of Ottawa water works system is owned by the municipality. However, as such, it is a public utility operating entirely on a profit and loss basis in accordance with the revenue produced annually from the operation of the system. All operations must be carried out under the Municipal Act within the revenue produced annually.

Since the date of annexation, the city of Ottawa Water Works Department has had to assume a large percentage of all local improvement charges. The financial charges as contained in this year's budget, represent approximately 37 per cent of the total annual appropriations covering debenture interest and debt retirement.

In conclusion may I say that for financial reasons unless assistance is received in connection with the construction of the major projects included in the Gore and Storrie report as listed in the brief and designed to serve the ultimate national capital of some 350,000 persons it may be necessary due to lack of sufficient revenue to delay or curtail some of these projects until the date wherein sufficient revenue will be produced to meet the increased interest and sinking fund charges on the various projects.

Now I will be very glad to answer any questions.

Mr. McILRAITH: I have one question. Am I correct in understanding for the past four years up until the beginning of this year the advance of need formula had been working reasonably satisfactorily?

Mr. MACDONALD: I would say it had been working very satisfactorily, sir.

Mr. McILRAITH: And you want it continued in the future?

Mr. MACDONALD: Oh, if it is not continued in the future the finances of the Water Works Department will not be able to meet the cost of certain projects. Even the interest and sinking fund on the projects would involve a tremendous increase in the rates.

Mr. McILRAITH: Yes. So that you recommend it be continued.

Mr. MACDONALD: I would ask in every possible manner that it be continued or that some other formula equivalent to it be substituted.

Mr. MCILRAITH: Now then, in respect to this project of which you were speaking across the Billing's bridge area into the Bowesville road section, is that the first project in which the advance of need formula has not been applied or carried out?

Mr. MACDONALD: That is right, sir.

The WITNESS: That is the second one—the big transmission main it was modified on.

Mr. MACDONALD: As I said, in the first projects submitted under the advance of need formula, the city received assistance for 8 or 10 years and the next application was based on the estimated cost of the feeder main from this green line at the crosstown tracks of \$2,806,000. We made application to the Federal District Commission and the city received a great shock at that time. It was a serious financial shock that instead of getting 8 to 10 years we were cut down to 2 years.

Mr. MCILRAITH: My questions are much shorter and simpler than that. When was that application made?

Mr. MACDONALD: In 1955.

Mr. MCILRAITH: In the summer?

Mr. MACDONALD: About August, and in that project there was a sharp reduction.

Mr. MCILRAITH: In the terms?

Mr. MACDONALD: In the years.

Mr. MCILRAITH: Yes, but, none the less, it was proceeded with?

Mr. MACDONALD: That is right.

The WITNESS: There was another serious alteration in this, in that instead of it being on the estimated cost in the interest rate, the cost was estimated at \$2½ million instead of our 2·8 and a top limit of \$200,000 for assistance was put on it.

Mr. MCILRAITH: In any event, the advance of need formula was applied in a restricted way?

Mr. MACDONALD: Yes.

The WITNESS: In a modified way.

Mr. MACDONALD: The rate of interest was the same. The period of time was cut down to 2 years but there were no restrictions on the estimated cost being exceeded, in the earlier projects.

We made one further application like this when the application was made to construct this new transmission main from Wellington street at an estimated cost of \$1,555,000; that is the one pending.

Mr. MCILRAITH: Now I want to ask a simpler question about that. That is the one you have been describing in some detail. Am I correct in my understanding that you are now in a position where the formula for assistance in advance of need has not been applied to it and because of that this has been deferred?

Mr. MACDONALD: That is right. The ultimate result of that has been that the Board of Control of City Council have given their approval to restricted construction amounting to \$600,000 so that we can get on with the pipe across the river pending any decision on the whole amount.

Mr. MCILRAITH: But the proceeding has been deferred. Will you tell us, in simple language, why it was deferred?

Mr. MACDONALD: It was deferred for financial reasons, that the—

Mr. MCILRAITH: That is not my question. The city deferred it because they could not get the assistance of the federal government?

Mr. MACDONALD: It was deferred, sir, on the letter which came in from the Federal District Commission in as much as it said that no action would be taken until the decision of the committee was reached in this connection. But, as an engineer, I could not afford to sit back and await the decision of the parliamentary committee.

Mr. MCILRAITH: I am just asking one question at a time. I would like to get one or two of these points simplified and clarified a bit. You received the letter from the crown authorities saying that they wanted to defer decision until the committee reported.

The WITNESS: Mr. McIlraith was not here yesterday when I read the letter into the record.

Mr. MCILRAITH: Now, the consequence of that is quite serious to your department, and, as a result, what did you do?

Mr. MACDONALD: As a result of that, I immediately recommended that the Board of Control of the City Council consider the approval of \$600,000 as an interim arrangement to allow the extension of this main, as I pointed out this morning, across the Rideau river at that point and build the pumping station to supply that area and extend the main at Bronson avenue until I get a decision as to where the money is coming from for the balance of the scheme.

Mr. MCILRAITH: So you are putting in what is an inexpensive scheme in the long term?

Mr. MACDONALD: No. What we are putting in is in accordance with the Gore and Storrie report, but we are not doing it all. It will all fit into the pattern of what was originally recommended in the \$1,555,000. I would not alter that.

Mr. MCILRAITH: It is only part?

Mr. MACDONALD: Yes. It is \$600,000 of the \$1,555,000.

The WITNESS: Might I ask Mr. MacDonald to say a word about the other angle when he said where the other money was coming from. If we go to the Municipal Board for more we would not get it, as you would now, until we had earning capacity in the laterals from these mains. As I understood you, Mr. MacDonald, your recommendation to the Board of Control is that your mains will come down there and the dominion government, if this aid is not given in this way, will have to build its own line across?

Mr. MACDONALD: Yes. This \$600,000 will bring the water to the pumping station and then this 24-inch main will be continued up to the reservoir and in addition to that we will bring this 24-inch main to Bronson avenue and will have to defer, indefinitely, that section of the main there. I am not in any way changing the original report. I am just doing what I can do for \$600,000. As I previously mentioned, the water-works department for the next 10 or 12 years will not receive an extra dollar for revenue in this area by the construction of the entire project even including what we get from these new government buildings. We can supply water, for a 10 or 14-year period, by doing what I suggest, but the pressure, of course, will not be as good.

Mr. MCILRAITH: Have any others actually submitted requests for advance of need?

Mr. MACDONALD: No, that is the only one.



Mr. McILRAITH: I think that those are two illustrations, as good as any argument possibly, for the need of the advance of need formula being continued.

Mr. MACDONALD: Or some other equivalent formula. The answer we got, contained in the letters from the Federal District Commission and other government departments, was to the effect that that was their opinion, that there was a real need for water out there. That is true. As the engineer for the city of Ottawa, I am admitting there is a need for water out there, but the city at the present time does not have to expend all the money of the \$1,555,000. In other words, if we spend \$600,000 for the next year we will get as much revenue as if we spent the whole amount.

Mr. McILRAITH: I think that is clear. Thank you very much.

Senator REID: Having been around Alta Vista, is it not correct that you have already there a large tank, and, if it is used to serve the new subdivisions around Alta Vista, does it entail a local improvement tax on the people who live there for any uses which may come from the tank?

Mr. MACDONALD: No. The tank was built by debenture issue for which the city of Ottawa is most thankful for assistance from the Federal District Commission, and no increase in water rate has been put on in Alta Vista on account of the building of that tank. The only charge which will fall on people in any new section is that they would pay for the extension of the main up to the size of a 6-inch main.

Senator REID: Are they receiving water from the tank?

Mr. MACDONALD: Yes.

Senator REID: But they have not been called upon to bear any charge on the tank?

Mr. MACDONALD: That is right. But may I say this, at the present time we have a restricted supply into the tank. We have only two water mains across the Rideau river, as I pointed out his morning. Once is a 10-inch main and here are two multiple mains of 8 inches. If anything happened to the pipes in the early spring through ice damage, it would be difficult to get the water up to the main tank. I am very anxious to get that main across the Rideau river to strengthen our system in that area.

The WITNESS: I think it is correct that the two reservoirs, two storage tanks and two mains are carried in the general debenture.

*By Senator Reid:*

Q. But it is chargeable to the people?—A. No. It is charged to the water system as a whole.

Mr. MACDONALD: If we lay a 12-inch main at Alta Vista the people there only pay up to the cost of what a 6-inch main would be.

Mr. GOUR (*Russell*): As an important man, as you are, if you were an engineer of a city where there was no federal district, would you not recommend the same as the Gore and Storrie report in order to have a bigger pipe in place of the small pipe and later ask again for another pipe.

Mr. MACDONALD: I have covered that. As an engineer, I concur 100 per cent with the contents of the Gore and Storrie report. What I am trying to convey to this committee is that I am carrying out every recommendation contained in the Gore and Storrie report and if we do not get certain financial assistance, I shall have to defer some parts of it. I shall not reduce the size of certain mains.

Mr. GOUR (*Russell*): You recommend it. I do not blame you or the city of Ottawa, or any of us who are interested in the city of Ottawa for

trying to get as much money as possible from the Federal District Commission. I will back the city of Ottawa in their recommendation. But the Federal District Commission has only so much money, and it is not able to advance millions of dollars to the city. Therefore, I think while you may not find it so, I think they were very generous up to now. Most bodies have to wait to get a vote of that money because they cannot promise you so much money without having it. Therefore I do not think that this blame of the Federal District Commission should be carried on. This part of Billings bridge, of Alta Vista, and all those districts should earn a large amount of taxes, and those people are entitled to have the services just like the rest of Ottawa. I think the city of Ottawa has a duty to find some money itself and to clear up the sewers and the water. But not having all these buildings yet, there are no taxes coming to the city of Ottawa and that is why most contractors are most anxious to build outside the Greenbelt and outside Nepean and Gloucester. That is the position we are in.

I understand that the city is pinched with this large development, but I think you should begin to see that you are in that thing, and if you have not got enough money, then you should borrow some money from the banks, and you should do your best to see that the Federal District Commission tries to help you again. I hope you will have that big project because in the long run it would help the city of Ottawa, and you would not have to build another in five or ten years; and in all those places, in all the parts which are annexed, if they have a sewer and water you will find there will be thousands and thousands more homes built and it will give you the tax revenue from all those buildings.

Mr. MACDONALD: We realize the need and we have installed in five years more "mains" than any other comparable city in Canada. We have put in 126 miles of mains which cost us \$4½ million just to take care of those homes. What I was asking for was, that effect should be given to the Abbott formula, and that advances should be given to cover it.

Mr. GOUR (*Russell*): It is your duty and that of the city of Ottawa to confirm all that. That is natural.

The Presiding CHAIRMAN: Are there any other questions?

Mr. PHILPOTT: We have heard here, over the weeks, about the complicated arrangements between part of this district which is on one side of the river and part of it on the other side and the conflicting authority between the federal, provincial, and municipal authorities. Now I want to ask you, as a practical man who has had long experience in dealing with them: how do you find the Federal District Commission to work with, speaking as a practical man of the city of Ottawa?

Mr. MACDONALD: I can answer that over a period of 45 years; during that period I have had the most excellent cooperation in every endeavour from the Federal District Commission in all of our undertakings.

The Presiding CHAIRMAN: Thank you, Mr. MacDonald. Maybe we could hear from Mr. Pillar now.

The WITNESS: I think, in respect to Mr. Philpott's question and Mr. MacDonald's answer, that this should be made quite clear: that the technical officials of the two bodies in no way deal with policy or finance. They deal as engineers with technical services, while questions of policy and disputes are dealt with at other levels.

Senator REID: That would be another story.

The WITNESS: Yes.

Senator REID: You would have another answer to that one.

The WITNESS: I would say, as I have said yesterday, that we have had on the whole I think wonderful, effective, and good cooperation in a nebulous, confused, and complicated situation with different government levels—the City and the F.D.C.

It is always the dispute which makes the headlines. There would be no publicity if every man and woman lived comfortable, happy family lives. That is good for society but it is bad for publicity. It is better for publicity when the man shoots the woman and then hangs himself. That makes better news!

Senator REID: You do not surprise me with your answer. I expected it!

The Presiding CHAIRMAN: Let us now hear from Mr. Pillar, director of planning and works, who will give us an idea of the sewers and sewage system in the city of Ottawa.

The WITNESS: And the river pollution problem which is related thereto.

Mr. L. W. PILLAR (*Director of Planning and Works, city of Ottawa*): Mr. Chairman, members of the committee and ladies and gentlemen: I am going, if I may, to tell the committee about sanitary sewers with the use of this chart. To assist you in following me—I think you all have the foolscap sheet headed “City of Ottawa Sanitary Sewage”, and I propose to speak not from the document but I shall refer to this sheet and the principal green covered brief as is necessary.

The WITNESS: At which page of the green covered brief?

Mr. PILLAR: Pages 35 and 36, are the principal references, and if I refer to any other source I shall make a comment of it, if I may.

Going to your foolscap sheet which has just been handed to you, if you would like to follow me, first of all, the territorial bounds of the old city of Ottawa are shown by the thick black line; this area is around  $9\frac{1}{2}$  square miles, and was all substantially sewered at the date of annexation approximately with 195 miles of sewers handling the whole population by a combined system; that is to say, one set of pipes handling both storm and sanitary sewage.

Then, as at annexation the bounds of the annexed area are shown in brown as you will see here, and with which you are no doubt familiar by this time. And on annexation in the Nepean area there were approximately 26 miles of sewer which came into the city and which discharged at a point here upstream of Lemieux Island.

Senator REID: Where does the Greenbelt fit into this?

Mr. PILLAR: The inner bounds of the Greenbelt—that is the thick green line as you see here, and I have described it as the 1956 Greenbelt. It was the one which was presented by the Federal District Commission at the conference in December of last year.

Senator REID: Thank you.

Mr. PILLAR: So in 1950 following annexation there were twelve points of sewage discharge to the Ottawa river and they are indicated by these black arrows. The principal sources of discharge were two of 60 inches here at the Rideau Canal, one of 84 inches in the middle of the Lady Grey drive at the bottom of Bolton street, and two of 60 inches diameter at the Rideau falls, one on either side of the new Bytown bridges.

The WITNESS: Those are the ones which bother the Prime Minister and the French embassy. Two of our best sewer discharges are right at their back gardens.

Mr. PILLAR: I shall go now to the principal provisions of the Gore and Storrie report which are described and set out at page 36.

Mr. BLAIR: Where is that first discharge there?

Senator CONNOLLY (*Ottawa West*): The first is 60 inches.



Mr. BLAIR: Yes, where is that?

Mr. PILLAR: That went out just near Keyworth avenue. There was a pumping station which pumped to Keyworth, and then into the river, but I will show you that it has since been eliminated. It is not there now. Thank you, sir!

Going to the scheme of the collectors, under the Gore and Storrie report we have here in red, shown throughout the solid lines, those which are constructed as at this time; and in broken red lines those which will have to be constructed. The principal one, the one on which the greater length has been constructed, is the west Nepean collector, seven and a half miles long out to Britannia, of which five miles has been constructed. The next one, in its greatest constructed length, is the Rideau river collector, of a total of 4.6 miles, the bulk of it constructed, with an extension down here of .6 of a mile to complete the Gore and Storrie report.

The other features of that scheme are the south Nepean collector running on the west of the canal down to a point just beyond the Hogs Back. Then the means of intercepting and trapping the sewage and delivering it to the proposed plant at Green's Creek, approximately 1½ miles east of the present city limit, which you see in brown. That means is, firstly, by an interceptor sewer starting just at the rail yards, passing under the hill where we sit, and then round to a point just east of the Rideau Falls. That section is 2.4 miles, just under \$4 million.

Next, the out fall sewer, proper, starting there (Rideau Falls) and going roughly six miles to the plant, as I have described, at an estimated cost, assessed at today's prices, of roughly \$11 million.

In the construction of the west Nepean collector, the out fall sewer at this point (Keyworth Avenue) operating in that township, was intercepted by reversing the flow down Keyworth avenue to the new collector.

That was a supplementary scheme which in the principal document, as you will see, was accepted for the advance of need formula. At this time this out fall has been eliminated, and we have today 11 points of discharge to the river, commencing at the rail yards and continuing downstream to a point just west of the Rockcliffe airport—eleven points of discharge in approximately 5½ miles.

Proportionately, you will see from the principal document, that approximately one-third of the length of the collectors and out fall scheme set out in the Gore and Storrie report, lengthwise has been carried out, but only one-sixth dollarwise. The reason is the high cost of these features here, the Ottawa interceptor and the out fall. That sewer, as a matter of interest, will be from 72 to 84 inches in diameter, and will be extremely deep over all its length, and in places as much as 70 to 80 feet below the present ground profile. So that where you have an average, perhaps, here, in the order of about a quarter, or one-third of a million dollars a mile, the cost, here (the out fall sewer), is going to hit very nearly to \$2 million a mile.

Senator REID: How deep did you say?

Mr. PILLAR: Up to 70 to 80 feet in depth below the present surface, and it will be about 72 to 84 inches in diameter, according to the provisional plan. Perhaps here again you will find your foolscap sheet helpful in following me.

Coloured in yellow and bounded by the heavy orange line is the bound of the area which, as of December of this year, that is when this year's program has been carried out, will be sewered. You will see that, as item two, it is eighteen square miles.

I would here like to draw attention to the fact that new major subdivisions, several of them, perhaps almost towns within a town with populations up to

five or so thousand people are located out in land mass development beyond the existing bounds of development. That has necessitated the construction of major trunk sewers within the city lateral system, some of which is of considerable magnitude.

Mr. ROBICHAUD: Pardon me. What is the population now in those two areas? What is the population in those last two areas you have mentioned? Is it heavily populated?

Mr. PILLAR: This subdivision here will run about 3,500 people, and this area will take about 2,000 people. They are all new major subdivisions, invariably under the National Housing Act control. Just as an example, to give you an idea as to the magnitude of some of the trunk sewers which are necessary to supplement the collectors in draining the yellow area; here, from Carling out to this point along the Baseline road at Clyde, approximately 2½ miles, cost us nearly \$800,000, or four-fifths of a million.

I might say, as an illustration of a point made by Her Worship in her presentation, the section here and here on Woodroffe and Baseline passes through park lands of the Federal District Commission, which has necessitated the cost of those sections being charged back on the subdividers, in that the Federal District Commission does not contribute to local improvement charges. In that case the figure was around \$115,000, apportioned on the subdividers deriving services in that way.

Senator REID: Is that high cost of construction due to rock formation?

Mr. PILLAR: It is partly due to rock, sir, and also due to the depth. The sewer is 24 to 30 inches in diameter, and for a length of about half a mile at that point is 40 feet deep tunnelled in solid rock.

If I might take you now to the third area on your sheet, the area which is not now sewered within the city, but which can be sewered by the Gore and Storrie scheme.

The WITNESS: Mr. Pillar, just before you do that, to show in respect to your question where that old city limit line comes down, west of that alone is now a community as large as the city of Brockville. That is what has happened with annexation and subdivisions.

Senator CONNOLLY (*Ottawa West*): Would you show us where that is, Your Worship?

Mr. PILLAR: West of that part of the—

Senator CONNOLLY (*Ottawa West*): Churchill?

Mr. PILLAR: No, from Parkdale, there.

Senator CONNOLLY (*Ottawa West*): Parkdale west?

Mr. PILLAR: Yes.

The WITNESS: That is what has happened there in six years.

Mr. PILLAR: It extends as far as Woodroffe just to the west of the city.

The network of the Gore and Storrie collectors which you see will drain by gravity the area enclosed by the mauve line, that which is marked as the designed limit for the collector sewers. It follows here, around in this way. Therefore, in the city the area which can be drained by gravity into that system is cross-hatched mauve in this way, up to and inclusive within that line excepting a certain area here in the south-east. Up here in the east can be drained by gravity into the present Gore and Storrie scheme.

If you will follow down on your sheet you will see that the gross area within the city which can be served by the Gore and Storrie scheme is 41 square miles within the new present city area, bounded by brown, of 47½ square miles.

Senator REID: Should the city expand into what is now the Greenbelt, would that present system be able to take care of any expansion of the city?

Mr. PILLAR: Part of it sir, but not wholly. I would hope to come to that if I might, in the next point. The Greenbelt, as I have already explained, its inner bound is shown in green, and the land lying between it and the present city boundary is hatched in green. It lies principally in the southwest and in the east. There is, in point of fact, a reversal of the relationship here in the south, in that the Greenbelts inner limit is on the city side of the city limit. This area here, the triangle in Nepean which was in the original annexation order and taken out, can be drained into the Gore and Storrie gravity scheme.

Senator CONNOLLY (*Ottawa West*): It is now in the new Greenbelt?

Mr. PILLAR: I beg your pardon?

Senator CONNOLLY (*Ottawa West*): It is now in the new Greenbelt?

Mr. PILLAR: No sir, it lies—

Senator CONNOLLY (*Ottawa West*): Oh, it is out of it.

Mr. PILLAR: —between the present city boundary and the hatched green line, if you please.

Senator CONNOLLY (*Ottawa West*): Yes, that is right.

Senator REID: The Greenbelt lies south of the green line, does it?

Mr. PILLAR: The Greenbelt lies south.

Senator REID: That is the inner line close to the city?

Mr. PILLAR: That is the inner line close to the city, sir. Her Worship has just asked me to draw the point that this land is, at this time, part of the township of Nepean, just as this land is part of the township of Gloucester.

Now, considering the areas which cannot be drained by gravity by the Gore and Storrie scheme. They are, you will remember, firstly, this area cross-hatched mauve, which lies within the city; this area in Nepean cross-hatched green; and this area here in Gloucester. The plant is to be east of the city at Green's Creek. We have carried out a preliminary investigation, and we find that it is possible to construct a gravity collector sewer which will drain the whole of this area within the city, and the area lying between the city and the Greenbelt to the east in Gloucester by a new collector direct to the plant. The length of that collector would be approximately four miles. Its cost, assessed on today's figures, might run between 4 million and \$5 million.

The area of Nepean lying beyond the design limit of the Gore and Storrie scheme, and the inner bound of the Greenbelt cannot be taken into the Gore and Storrie gravity scheme. It would appear that the means of giving it sanitary sewerage, if that is decided on at policy level, would be to lay an independent system of sewers to a supplementary, or secondary or minor plant, the effluent from which would discharge into the Rideau somewhere here on the City side of the Greenbelt.

If you would be kind enough to refer to the foolscap sheet, I draw your attention firstly to the fact that the area within the city which can be drained by gravity is 41 square miles out of  $47\frac{1}{2}$ . On the right-hand side you see the column which takes the areas which could be handled by a Green's creek collector sewer. There is the 6.5 within the city, and the 4.9 roughly 5 there in Gloucester. If you combine those with the 41 within the city, and correct for the reversal of areas I have referred to here you get the total area which could be served by a gravity scheme, a new plan, the Gore and Storrie scheme plus the Greens Creek collector sewer, say 55.6 or roughly 56 miles in relation to  $47\frac{1}{2}$  the area of the city.

The area here in Nepean which cannot come under that combined gravity scheme flowing through the Greens creek plant is roughly seven square miles.



Mr. BLAIR: Does that discharge into the Rideau river?

Mr. PILLAR: If it were to be taken into the Rideau, as I have described, you would have roughly 62½ square miles of land capable of development compared with the present city area of 47½.

Senator REID: Why would you suggest turning it into the Rideau river instead of using a pumping system to put it into the other terminal? I ask that because in my opinion the more effluents we can keep out of the rivers the better.

Mr. PILLAR: Because the capacity of the trunks is limited and predicated on this design bound, and if this area be force-mained: we would have to go right through the city into the outfall sewer and we feel that that would be exhorbitant and out of court on the matter of cost.

Mr. BLAIR: Do you mean to say that that would be raw sewage that goes into the river there?

Mr. PILLAR: No sir, it would be treated by a secondary plant. I use the word "secondary" as meaning it would be secondary to the main plant, but the standard of effluent treatment would be of the same standard as in the other plant.

Senator CONNOLLY (*Ottawa West*): At what cost?

Mr. PILLAR: I am sorry we have no estimate at this time. This is a very preliminary appreciation.

The WITNESS: Mr. Pillar might explain that all that area now is serviced simply by septic tanks and sometimes not even that.

Mr. BLAIR: I was just interested in how this would be disposed of.

Mr. PILLAR: As to the cost of the sewers, I did outline very briefly the relationship of the percentage of mileage carried out as distinct from the dollar cost. If you will be good enough to turn to table 9 of your green brief—

The WITNESS: That is for the whole total.

Mr. GOUR: What page?

The WITNESS: Table 9 in the green document.

The Presiding CHAIRMAN: It is the fifth last page of the report.

The WITNESS: Table 9—Forecast of Capital Expenditure.

Mr. PILLAR: You will see there a gross expenditure for the sewers of \$88,600,000. That is apportioned as between the balance of the Gore and Storrie scheme, which is roughly \$25 million, as you will see from page 36.

Senator REID: I can realize now why so many people are jumping away into the country, when I see \$230 million as an estimate for all the services. That would be putting a load of debt on to you—almost \$298 million in total. I can understand why they go out into the country.

The WITNESS: Why shouldn't they when they can use our hospitals and roads—all the facilities of the city in an hour.

Mr. PILLAR: I merely wanted to get into the record, if I might, the breakdown of that sum of \$88,600,000. It includes the balance of the Gore and Storrie scheme, roughly \$25 million, the \$33½ million set out on page 36, less the cost of the plant, \$8½ million. It includes \$48 million for sanitary sewers of which \$23½ million is for city laterals and it also includes \$32 million, approximately, for storm sewers. You will see that those figures are a breakdown of the gross total which is included.

Now Mr. Chairman I was not proposing to go into a more detailed presentation. There are other factors involved in this. But shown on the map we propose to put the map in as an exhibit. If there are any questions I will be pleased to answer them.

Senator CONNOLLY (*Ottawa West*): Can you give us some idea of the timing for completion of the collectors and the completion of the sewage disposal plant?

Mr. PILLAR: The first stage, important, is the collectors and should be the completion of the West Nepean out here to handle large areas of old township development on sanitary septic tanks, the extension of the Rideau river collector, in like manner, down here and, speaking personally, I would like to see the south Nepean collector constructed to handle development here at Courtland Park and assuming, at policy level, that this area on Baseline is to be provided for, then a supplementary extension of that collector would be necessary along the Baseline road in order to pull that drainage back against the local break in the contour line.

Senator CONNOLLY (*Ottawa West*): That is in addition to the amount set out on page 36—that last one.

Mr. PILLAR: Not an addition sir, no. It is included in the lower totals on page 36. You will see there (A) works already completed (B) works yet to be completed; and you will see there that that includes the Rideau river collector, its extension, the west Nepean collector, its extension; and the south Nepean collector as a whole.

Senator REID: This (B) includes the westerly section as well?

Mr. PILLAR: Yes sir it includes both of them. I had intended to say—and this is a point which is related to Her Worship's evidence: at Carleton Heights here there is a community, D.V.A. around, I think, about 160 homes provided with a sewage treatment plant which discharges its effluent into the Rideau. In view of that, and so as not to introduce septic tank drainage in that area, where we were doubtful as to the soil,—we had a not too favourable report from the medical officer of health—the planning area board had declined approval of a group of three subdivisions adjoining the canal and the river. To the city's disappointment on appeal to the municipal board those subdivisions were allowed, so that at this time we find septic tank development going on cheek by jowl with the only area within the city which is at this time provided with sanitary sewage treatment. Because of that and so as to arrest any further trend in that direction I imagine city policy would be to have this south Nepean collector put in as soon as possible. But it illustrates again the case of "leaping through" federal land in that over half a mile of that sewer passes through the experimental farm and the cost of that  $\frac{1}{2}$  mile is between \$500,000 and \$750,000. Does that answer the question?

Senator CONNOLLY (*Ottawa West*): Except for the time limit.

Mr. PHILPOTT: And there is no federal grant to offset that?

Mr. PILLAR: I think on page 46 of the main green-covered brief you will find there the contributions made on the advance of need formula up to this time—\$1,825,000 approximately against a works expenditure of \$4,236,000, that is to say, \$1,800,000 towards that amount of money spent on the works of collectors which you see here in solid line.

The WITNESS: I think what Mr. Philpott means, Mr. Pillar, is that with regard to the experimental farm property there would be no contribution either in tax-lieu payments or from them. They have their own system, anyway.

Mr. PILLAR: When we went up before the committee on that we asked for such a contribution and it was not agreed to.

Senator REID: May I ask a question for my own information? It needs a deep sewer to go down '80 feet. Do you have to get an easement from the people concerned? How far down does a man own his land?

Mr. PILLAR: We get an easement over the surface of the land. It is a very restrictive one. The easement in practice amounts to entering on land to sink shafts and to dispose of the soil and rock which is brought up, that is to say collecting it and running it to the tip. Once the job is over we have an easement of access to the access points which are constructed permanently.

Senator REID: I was wondering if you needed to have an easement when you went down as deep as that.

Mr. PILLAR: That is so, we do obtain an easement over the surface of the land, though it is a very lenient one.

Senator CONNOLLY (*Ottawa West*): I would like to clear up this one point. The works yet to be completed under the Gore and Storrie scheme as set out on page 36 will cost at present prices, I take it, \$33,350,000. You have already told us the things that are still to be done in the matter of collectors and in addition to that the sewage disposal plant has to be built. I think the committee might be interested in knowing what is the time schedule for the construction of that work?

Mr. PILLAR: I do not think I can give you the answer completely because it depends, I suggest, on decisions as to the date of the plan to eliminate pollution in the river. According to that time I would say that the work on this principal outfall involves something like at least two years and it would have to be correlated with the completion of the plant because once—or can I put it this way—until the plant is ready to receive sewage one cannot intercept the majority of these major points of discharge (to the river) because the outfall sewer will be so deep, below the bed level of the river, you will not be able to bring it to the surface again.

In the absence of a policy decision setting a projected date for completion there I cannot give you a more definite answer. So far as the city's domestic laterals are concerned the plan you have before you which I have just explained—the \$88 million in 10 years—will handle the requirement of taking all sewage from the present developed areas, which you can see the networks here which have not yet been trapped or serviced, plus the extension to handle the projected population of 276,000 in the year 1965. So that by that time, unless action were taken to build the plant and intercept in the way I have described there would be that very substantial increase of raw sewage going into the river by and via the present points of discharge.

Senator CONNOLLY (*Ottawa West*): There is no hope of it being done within two years from now?

Mr. PILLAR: No, sir. The two years to which I referred was a construction period possibly for this. So if, for example, it were decided to endeavour to have a plant operating by 1965, then I would suggest that the bulk of that work should be set underway so as to be completed at least by around 1963 or 1964, so as to be ready underground, not alive but there, for the sewage to be trapped into it immediately the plant was ready to roll.

Senator CONNOLLY (*Ottawa West*): Was there any special reason why you mentioned 1965?

Mr. PILLAR: None at all, sir. I was just pulling a figure out of the air to illustrate relationship of time.

The WITNESS: May I point out to Senator Connolly, as Mr. Pillar says, that Conference is at the policy level for the sewage plant and the city will make representations to the Water Resources Commission of Ontario on June 29.



As I stated this morning, we hope to make representations asking them to take the sewage disposal plant and service for Ottawa, Eastview, and that area that can be so served.

Our recommendation to you is that the committee should consider, because of the fact that there is this enormous undertaking in the capital area, going in with the province of Ontario to accelerate very greatly the time factor and that we in turn would put our money into this domestic integral system to take everything across there, and, on such a basis, we would, if we could, legally, agree with the over-all scheme. If the province and the dominion went in on it our plant could be allowed, such as is now there, as a capital investment on account and we would be prepared to try to work out something for the payment of current sewage service, as a utility.

*By Senator Connolly (Ottawa West):*

Q. Are you saying this, that there should be a federal compensation to implement this portion of the Gore and Storrie report and that there should be a provincial contribution as well and perhaps that those two authorities should complete the installation of the \$33,350,000 worth of works?—A. Not the whole installation. I would say the sewage plant.

Q. You are speaking only of a sewage disposal plant?—A. And the ancillary services.

Q. Such as the Ottawa river collector?—A. Yes, and the main interceptors.

Mr. J. H. LOWTHER (*Commissioner of Finance and City Treasurer*): The Ontario legislation pretty well allows the province to set up sewage disposal facilities including major interceptor and collective sewers to draw the sewage into those sewage disposal facilities. So there is practically no limit to the major sewage facilities contemplated as coming within the purview of the provincial legislation, but it would not contemplate the local sheet sewers.

Senator CONNOLLY (*Ottawa West*): But at whose cost?

Mr. LOWTHER: The legislation provides that the province is empowered to underwrite the cost of installing the facilities and then charge the users of the sewers, on a consumption basis or on some other basis.

Senator CONNOLLY (*Ottawa West*): You mean by the users the municipalities?

Mr. LOWTHER: Yes.

The WITNESS: The official summary is as follows: "The Water Resources Commission will be responsible to the public works mentioned and will constitute the most powerful provincial body next to Hydro. The act passed at the recent session of the legislature establishing the Water Resources Commission gives it all the powers vested in a municipal corporation or local board in matters relating to the establishment, construction, maintenance, operation, improvement or extension of a water-works system. The Water Resources Commission has been empowered to acquire by purchase, lease or otherwise, expropriate and use land to implement its program which is as follows: develop and make available supplies of water; construct and operate systems for the supply, purification and distribution of water; disposal of sewage; enter into agreement with respect to the supply of water or the disposal of sewage. It has been estimated that \$2,400,000,000 will be required during the next 20 years to meet present estimated needs as regards water supply and sewage disposal."

*By Senator Reid:*

Q. Briefly, does the success of the whole scheme hinge on No. 2 on page 9, which is the disposal plan?—A. Yes. I would say that up until the new Ontario legislation this year—I say this subject to Mr. Lowther's and Mr. Pillar's concurrence or correction—that up until the passage of this legislation, the whole thing turned on us, with the national capital plan sharing in advance of need costs, and the Federal District Commission, in principle, accepted that from the very beginning by making the payment with us on the acquisition of the sewage disposal site, and everything in that major capital outlay—sewage disposal, interceptors—just like the water mains where again the capital funds had been contemplated as coming from the city of Ottawa, or if it went through Gloucester by the township, the city of Ottawa and the dominion.

On such a basis as the acceleration of that tremendous expenditure through a shorter number of years, as contemplated, the enactment of the Ontario legislation has changed the picture in that I understand from the ministers of the government itself—and I may say, Mr. Chairman, that last August I was one of the consultants to the government of Ontario in provincial-municipal matters at the dominion-provincial conference here so that I knew something of the evolution of this plan. As I understand it, this body is to be set up on much the same principle as the Hydro, as the Ontario Hydro Commission. This provincial commission is set up, and then the local arrangements will be made for the area or region, or unit, that will have that particular sewage service, just as we have our Ottawa Hydro as part of the provincial Hydro, and we, if they do the plant, will buy the disposal services from them outside of our own domestic lateral disposal service charge.

*By Senator Connolly (Ottawa West):*

Q. Does this new legislation mean this then, that under the provincial authority they can make a survey here, presumably under Dr. Berry, and can say what they want to have done immediately is the implementation of the Gore and Storrie report—put in the plant and put in the interceptors. Can they say that to the city and require that you do it?—A. I understand that they can say it, and require it, within a municipality, but possibly not, Senator Connolly, on the city of Ottawa alone here, because the industrial waste, a great part of the waste, is not ours and is coming down the river. I do not think that they would require an undertaking of that magnitude from us. I think that the situation would be rather for us in the city of Ottawa with the federal authority, either through the Federal District Commission or otherwise, to go together with this plan of ours and particularly the city of Ottawa with the Gore and Storrie report and make our own direct application to the Ontario authority.

Q. The Gore and Storrie report has not anything to do with the industrial waste?—A. No, but it has with the interceptors.

Q. I am speaking now only of sewage disposal from Ottawa. If they require you to establish that system, namely, the plant and connector sewers, will you have to pay for that, or will they pay for it?—A. It will be on a payment by them and assessment on us, I understand.

Q. For use?—A. Like the Hydro.

Q. In other words, they install the facility, they pay for it out of the revenue of the province, and you hire its use?—A. No. I understand, senator,



that the \$2,040,000,000 is to be like the Hydro, from provincial bond issues. It is not all clear yet; but I undersand that is the principle. It will just be like Hydro, so much borrowed and so much put in from capital from the revenue of the province, but the major portion will be from the Ontario Water Resources Commission bonds, like the Ontario Hydro Commission bonds.

Q. Quite so.—I may say this, that some 2 to 3 years ago—I think it was in December of 1953—the city of Ottawa and the Federal District Commission, being rather completely discouraged over our disposal site and unable to get anywhere in respect to the whole river problem, agreed that Ontario and Quebec should get together and that the city of Ottawa would take on the venture of going to the province of Ontario and laying the situation before them. We discussed it within a meeting of the Federal District Commission and it was agreed that the Federal District Commission would ask the city of Ottawa to take that initiative so that it was thoroughly understood that there was no conflict between us there. We asked the province of Ontario to approach the province of Quebec, instead of the Federal District Commission or the federal authority doing it, and ask them if they (Quebec) would appoint their opposite number to Dr. Berry, have a joint conference here of all the municipalities of the upper Ottawa, and that we in the city would issue the invitation and get them together and provide the meeting place. We had that conference in July of 1954. It was a very successful one. The Ontario municipalities came from far inland from the tributary rivers. Out of that—

Q. Came this legislation?—A. Came the report on the River. First, Quebec got their report done earlier than Ontario whose report was more involved—Dr. Berry's report for which we pressed for release—and the legislation was introduced.

I may say, from the position which I had in consultant work, that the Premier of Ontario and the Premier of Quebec (with Mayor Muncion of Hull and myself present) conferred with Mr. Winters last autumn at the time of the conference relative to the assurance of partnership, and I am sure that you will find that Quebec will provide comparable legislation at once now.

*By Senator Reid:*

Q. The scheme could not be a success unless the other province goes ahead.—A. We could improve it tremendously, but the pollution of the river cannot be cleared up on one side. As to the question of the complete system of collectors and interceptors, I would say—with the understanding that it has not yet been discussed within the Board of Control of Ottawa—that this new legislation of Ontario would order and allow the acceleration of that whole plan and the development of it to as great a degree as engineering design and planning can advance it. However, if the financial picture under this were cleared with federal and provincial participation, with Ottawa taking its own internal sewers as usual, and then getting some credit for the system of the collectors—

*By Senator Connolly (Ottawa West):*

Q. That is my last question. You have already installed a good deal of this Gore and Storrie general collector system.—A. That is right.

Q. Under the legislation would you get credit with Ontario for that portion of it that was already provided? Perhaps you do not know?—A. The legislation is yet in general terms and the regulations will be the major thing under



it. But I might say this: we have asked them to meet here very early. They are meeting here a week from tomorrow, on the 29th of June, and we intend to advance that. From the city I can say that—although the Board of Control has not a formal resolution—we shall ask that for any part that is used of the collectors and interceptors—that credit be granted not only to the city but in respect to those items which would be incorporated in there to the dominion authority in respect to what you have paid in advance of need or where that still has to run over and above the time offered by that authority.

Q. It would take a great load off the city and off the city's capacity to finance this scheme, if that were done.—A. Yes. Moreover it would lift a heavy responsibility of debenture issue and loan off us for capital expansion, and also I might say this: that in respect to the south Nepean collector sewer, that is a question which needs further exploration and re-consultation.

Q. Maybe it should go in the project too.—A. The situation there is that—I guess it was 18 or 20 months ago when we applied to the Federal District Commission for advance of need there, and the Federal District Commission said that they considered this picture in respect to the city of Ottawa and that the benefit would be much greater for the township of Nepean down there and that it should be linked together to this other undertaking. But I must say, and I think that General Kennedy and his officials would bear me out—that as Mayor of Ottawa I did not resent or resist or combat that decision as firmly as I do some others, and I do feel that this sewer has to be integrated, and that the Federal District Commission had some justification in asking us for a further review and exploration; but that extension is still in advance of need.

Senator REID: I move that we adjourn.

The Presiding CHAIRMAN: If you will pardon me for one minute, may I ask Senator Connolly if he is through?

Senator CONNOLLY (*Ottawa West*): I am. Thank you very much.

The Presiding CHAIRMAN: I wish to have the advice of the committee. Are we going to meet tomorrow?

Mr. RICHARD (*Ottawa East*): I do not think so, no!

The Presiding CHAIRMAN: We have a problem. It is going to be difficult for Her Worship to come to us at the beginning of next week.

The WITNESS: I could come on Monday afternoon if you have a meeting.

Senator REID: I propose that we meet on Monday afternoon in order to meet the wishes of Her Worship. After all it is important to have all the evidence in from the city of Ottawa.

Mr. PHILPOTT: I do not think we should leave it any longer than we can help.

The Presiding CHAIRMAN: That is the idea.

*By Senator Connolly (Ottawa West):*

Q. How much longer would the city's evidence take?—A. What is left here now? We have finished this in the summary, and it will not take long. I would say that this part here on pages 10 and 11 in the financial summary—we have gone over that so much that it would not take very long. I would suggest perhaps from one-half to three-quarters of an hour; but we raise at the end of that questions and the inviting of questions in respect to reorganization of both the F.D.C. and of our own services or relationships, and I would

hope that that could be done—but I have some ideas there too, and while the city is not putting them up, I think therefore it would depend on the Questions there; and we have on pages 8 and 9 in our own brief, and in pages 50 and 51 in respect to the F.D.C.—several definite submissions there in relation to those pages which will take about half an hour to read. We want to assure you there that the city of Ottawa, unlike any other city, has major relationships with three or four other government departments, and there are other questions after that.

The Presiding CHAIRMAN: Can we arrange then to sit at 3 o'clock on Monday afternoon?

Mr. ROBICHAUD: It appears that there would be much more than could be taken care of in Monday's sitting.

The Presiding CHAIRMAN: I do not know.

Senator CONNOLLY (*Ottawa West*): No. I think we might finish on Monday afternoon.

The Presiding CHAIRMAN: Shall we sit at three o'clock?

*By Senator Connolly (Ottawa West):*

Q. Let us sit with that idea in mind and finish it then.—A. Mr. Pillar has one point he would like to explain.

Mr. PILLAR: I was going to say to Senator Connolly that when I picked 1965 as I answered, I would like to point out at an engineer's level that by 1965 if there is no treatment then one can anticipate something between 30 and 35 per cent of an increase in the discharge of raw sewage to the Ottawa as compared with today. That is a material technical consideration.

The other point is, if I may—I had omitted to point out when referring to this area here a point which you may have realized, namely, that in that area lies the bulk of the industrially zoned and commercial lands, amounting in point of fact to 85 per cent which is available within the city as a whole. Thank you.

The Presiding CHAIRMAN: Thank you, Mr. Pillar.

The committee adjourned.









THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons  
on the

# FEDERAL DISTRICT COMMISSION

*Joint Chairmen:*—The Honourable Senator F. W. Gershaw  
and

Mr. Armand Dumas, M.P.

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## MINUTES OF PROCEEDINGS AND EVIDENCE

No. 17

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MONDAY, JUNE 25, 1956

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WITNESS:

Her Worship Mayor (Dr.) Charlotte Whitton, C.B.E.,  
of the city of Ottawa.



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Antoine Chassé,  
*Clerk of the Committee.*

## MINUTES OF PROCEEDINGS

The SENATE, ROOM 368,  
MONDAY, June 25, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 3:00 o'clock p.m. Mr. Armand Dumas, M.P., Joint Chairman, presided.

### *Present:*

*The Senate:* Honourable Senators Cameron, Connolly (Ottawa West), Gershaw (Joint Chairman), and Reid.

*The House of Commons:* Messrs. Blair, Caron, Dumas (Joint Chairman), Fraser (St. John's East), Gour (Russell), Harkness, Houck, Leduc (Gatineau), Philpott, Richard (Ottawa East), Robichaud, and Weselak.

*In attendance: From the City of Ottawa:* Her Worship Mayor (Dr.) Charlotte Whitton, C.B.E.; Controllor Roy Donaldson, of the Board of Control; Mr. Stanley Lewis, Chairman, Ottawa Hydro Commission; Mr. J. H. Lowther, Finance Commissioner; *from the office of the Privy Council:* Mr. H. J. Hodder; *from the Federal District Commission:* Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C. F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning; S. B. Wass, M.E.I.C., Railway Consultant; Walter Bowker, Director of Information.

The Committee resumed from Thursday, June 21, the adjourned consideration of the brief submitted by the City of Ottawa.

Her Worship the Mayor of Ottawa (Dr.) Charlotte Whitton, C.B.E., was recalled. Her Worship continued and completed the presentation of the brief of the City of Ottawa. In answer to questions, the witness made certain suggestions on her own behalf, after which she was thanked by the presiding Chairman, Mr. Dumas, for her attendance before the Committee and her able presentation. The Mayor, in turn, thanked the Joint Chairmen and the members of the Committee for their cordiality.

At 4:40 o'clock p.m. the Committee adjourned to meet again at 10:30 o'clock a.m. Tuesday, June 26, 1956.

Antoine Chassé,  
Clerk of the Committee.





## EVIDENCE

June 25, 1956,  
3.00 P.M.

The Presiding CHAIRMAN (*Mr. Armand Dumas*): Gentlemen, we have a quorum and we will proceed with consideration of the submission presented by the city of Ottawa. If you will take up your summary of the brief, at page 9, paragraph 3, you will see that it begins: "The third urgent capital work is an additional interprovincial bridge across the Ottawa river".

I will call upon Her Worship, Mayor Whitton.

Her Worship the Mayor of Ottawa, Dr. Charlotte Whitton, C.B.E., called:

The WITNESS: Mr. Chairman, we have put in these three examples of works which will be required no matter what our formula by special agreement, and many works will always be in this category.

The third urgent capital work is an additional interprovincial bridge across the Ottawa to carry the heavy traffic, both through and local of the capital area. There are presently only three lanes of traffic open, each way, for the river crossing. One of these, via the Federal District Commission scenic Champlain bridge, is for restricted traffic; one, the Alexandra, is shared with the C.P.R. railways, is hazardous, and with totally inadequate approaches, both in Ontario and Quebec. The third is the adventurous Chaudiere crossing, recently improved as the joint undertaking of the dominion government—both Federal District Commission and the Department of Public Works joining in the major outlay—the cities of Ottawa and of Hull and the Ottawa Transportation Commission.

This major modern spanning of the river is urgently needed and, as with any such interprovincial undertaking, calls for participation by the provinces concerned, the dominion and, on the approaches, the benefitting municipalities in this case principally Ottawa and Hull. The two cities have agreed to share in consultant costs with the senior governments.

And I would assume, Mr. Chairman, that the development in each case will be similarly a joint undertaking. It would happen anywhere on the river.

*By Senator Reid:*

Q. Does that only include the consultant costs?—A. That is as far as we are at present, Senator. There are some seven different crossing sites under consideration but there is a question of the difference in the adaptation of the approaches which is related to the river changes; so far the Federal District Commission and the Department of Public Works, suggested outside consultants and we went along. These are the special works examples and on page 10 we really begin the summation of our picture in respect to Ottawa.

Through the long years when the people of Ottawa were more aware than the people of Canada of the dignity of the nation's capital, the city's supplementary brief points out, they gave both of their services and resources with little or no return. Up to 1909 the city received no grants at all re government owned buildings; from 1910 to 1943, altogether—that was over 33 years—\$2,525,000; from 1944 to 1949, \$1,800,000; from 1950 to 1955, in

aggregate in five years, \$9,190,626. Thus, for close to the century in which the city was the national capital (1859 to 1955) Ottawa received in sum total for over 96 years, \$13½ millions.

People say: "Where would Ottawa be without the government?" I say: "Where would the capital itself be without the people of Ottawa?"

If the adjustments of the last two years—still subject to upward revision, the city claims—are deemed to be just, then there should have been paid to Ottawa the sum of \$43,700,000 in the 45 years from 1910 to 1955, which would have gone a long way to enable the city to have enlarged even her very substantial development in the capital.

Mr. Chairman, in a recent election contest in a powerful province the claim was advanced that the dominion really owed and could be claimed to have due payments of some \$300 million in back provincial grants within the formula and agreement of recent years. I want to assure you that while Ottawa wishes to set out these figures over 45 years which, on the present basis, would amount to \$43,700,000, that we have no intention of making any claim for repayment.

But without any substantial aid whatever until 1950, how honestly and with what financial burden the city has striven to keep faith, is indicated by the fact that in roughly ten years from 1944 when the national capital plan was officially promulgated, as it were, to 1955, the city has either initiated or been a partner in carrying out roads and bridges, sewers, water-works and utilities, to a total of over \$28 million. This is set forth in full detail on pages 20 and 21 of the green covered report. The aggregate of federal government capital assistance grants has run about 13·7 per cent of this total which having regard to the area and assessed value of the property owned by the dominion—\$105,883,950—plus \$8,781,300 Federal District Commission as against city taxable assessment of \$377,850,000, is considerably less than what would have rested upon any other type of ordinary taxable enterprise.

That is developed in detail on page 4 of the financial submission.

Either directly or through its local boards and commissions, the city of Ottawa, between 1945 and 1955, and largely from 1950 to 1955, has either carried out or has presently authorized and in progress, capital improvements for extension of services and facilities to a total of \$82,400,000 of which \$36 million or 44 per cent has been on capital works in the annexed areas—trying to extend that basis for the national capital—\$1,400,000 was assumed of the townships' debenture debt for the annexed portions.

Yet what remains to be done will require estimated debenture borrowings by the city of \$97,600,000 up to and including 1960, as against funded debt of \$37,100,000 in 1955, and unfunded debt for works in progress or outstanding authorized spending at the present time of \$32,300,000 or a total obligation of funded and unfunded debt, at the end of 1956, of \$69,400,000 which by 1960 will probably reach not less than \$120,800,000 and, by 1965, \$172,200,000.

Full details of this are set out in the financial supplement.

Mr. Chairman, might I interpolate here, from a meeting of the Board of Control with our finance commissioner this morning, in respect to matters which we have been discussing for some months, you will see in this paragraph that our funded debt at the moment is \$37 million. Now \$20 million of that is to be retired from tax funds, and \$17 million from the utility incomes; and by the end of the year we should have reduced that sum of \$20 million to \$18 million, and the \$17 million to \$16 million. But with the authorities that are to be funded or granted in this rapid expansion in the last five years we shall by December 31 of this year add to that reduced \$18 million, \$21½ million to be retired from taxation or a total of \$39½ million, roughly \$40 million to be retired from taxation.

Now here is an extremely serious thing for a city such as Ottawa when its income, so preponderantly above that of any other community, is derived from the homes of its people and where it is a single line economy, largely, derived from government revenue. The Ontario Municipal Board sets what I would call a DEW line—a distant early warning line—on our borrowings at 12 per cent of assessment. Our assessment is going up at the rate of between \$10 and \$12 million a year. It is \$377 million at the present time. Should it increase another \$10, \$11, or \$12 million this year, let us say it goes to \$390 million at an assessment passed in 1957 for 1958 taxes, our DEW line, our early warning line, from the municipal board of borrowing from taxation will be \$46,800,000 by the end of this year. In authorities funded or authorized and unfunded, we shall have reached practically \$40 million. In other words, the city of Ottawa is now within hailing distance in the next 20 to 25 months of the warning line of the municipal board, and consequently we must review the situation to find out what are the basic essential works and we must work out what the capital plan disbursements are over and above what we shall need by the end of this year. We have authorized, or authority is pending, for \$8.8 million for the utilities to be added to that \$16 million of their debt charges. I think Mr. Chairman that perhaps is the most important thing to bring to the members of this committee—that we have one of the best relationships of funded debt to assessment in the country; but because of this terrific expansion we are rapidly practically doubling that debt and reaching this early warning line in relation to assessment.

The service charges, on present debt, to be met out of taxation, were \$2,200,000 in 1955 and will reduce to \$1,800,000 in 1960, to \$1,400,000 by 1965, but with these new capital expenditures, debt charges thereon by 1960 will amount to \$5,700,000 and by 1965 to \$11 million. This would bring total debt charges by 1960 to \$7,500,000 and by 1965 to \$12,400,000. These charges are exclusive of any charges to be met for and out of the utilities.

If I might turn to page 41 of the green covered book for just a moment, you will see there set out in detail the capital assets and debenture debt position of the Ottawa Transportation Commission, one of the utilities, in that same period of time. That amount is to be added therefore to total debt for one of the utilities. On the next page, page 42, you will see the position in relation to Hydro. Mr. Chairman, may I draw your attention to this point and read into the record from the fourth paragraph down because Ottawa is criticized for its network of overhead wires. It has been asked: "Why do you not take more wires underground?"

In order to provide underground duct lines to carry primary and secondary cables, underground transformer chambers, underground services to customers' premises, underground supply to street lighting facilities, etc., has been established to be \$75.00 per lineal foot frontage. This figure will vary somewhat, depending upon the load density on the street in question, but it is felt that it should be borne in mind that in undertaking any such works, adequate capacity should be installed to take care of the foreseeable future. Although it would be highly desirable on aesthetic grounds to convert the present system to underground cable, the cost would be enormous.

I am talking of distribution. Mr. Lewis, the chairman of the Ontario Hydro Electric Power Commission is here, should you wish to ask him any questions, and hardly a community in Ontario has attempted to put these distribution wires which lead into every home and so on, underground. The cost is far too high, in the system and with individual properties, to take the wires and the fixtures for every building into the basement. We are not talking of the great transmission lines which are going underground as we can put them there but of distribution lines.



Engineering estimates indicate that conversion underground would be at least 10 times the cost of overhead facilities when provision had been made for other utilities such as Bell Telephone, telegraph, fire alarm systems, O.T.C., and Dominion Protective lines. Our Hydro lines are only one part of the network which must go underground. As overhead facilities in terms of the present day depreciative value of existing distribution system transformer and substation equipment are worth slightly more than \$6,700,000 this would mean a cost of between \$67 million and \$70 million. In other words, 10 times our present funded debt of the Hydro. This estimate, moreover, is on the basis of present day loads, and these facilities would not be adequate to take care of additional load growth which would require different types of transformers, and different types of lines and cables, conduits and other protective equipment. Nor would it cover changes due to shifting patterns of development, such as are taking place in the uptown area where 1½-storey houses are being replaced at a rapid rate by 10-storey office buildings. Had we spent hundreds of thousands to put those wires underground 10 years ago the expenditure would have largely been lost. The wiring overhead is looking after itself as the transformers are going down into the basements of the large buildings that are replacing houses in that area.

Obviously expenditures such as these could not be attempted under the existing hydro rates, and even though funds might be available to give consideration to an underground scheme in the uptown area, consideration would have to be given as to whether it is just to ask consumers in the suburban areas to have their rates raised in order to spend a disproportionate amount for customers in the uptown area who are availing themselves of the supply of electricity in order to carry on lucrative businesses. I want to add a sentence there that is not in the manuscript on page 42. In new areas, it is present policy to install overhead lines at the rear of all properties rather than on the streets as a partial step towards this beautification. In all our subdivisions and so on, we are doing that.

*By Senator Reid:*

Q. You do not have lanes?—A. No. There is also a vastly heavier cost of maintenance, say, in an electric storm like we had last night, with overhead wires than with underground wires.

In view of the fact that the primary reason for conversion to underground wire would be the desire to contribute to the beautification of the national capital, it is felt that a substantial share of the costs should be met from other sources. I think it is agreed also, in the Hydro and in the Board of Control and City Council, that with the tens of millions required for transport, water and sewers, that even this money, if it were forthcoming, should be related to providing the essential amenities of living and services that would control extension of building.

Mr. Lowther, on what page in the supplement is the future mill rate?

Mr. J. H. LOWTHER (*Commissioner of Finance and City Treasurer*): Pages 60 and 61, Your Worship.

The Presiding CHAIRMAN: Pages 60 and 61 of the main brief.

The WITNESS: I want to draw this to your attention and, if you will, please mark opposite the top of page 11 of the summary, pages 60 and 61, and particularly 61, of the Brief which shows you something about some of our tax and mill rate. This is what you were interested in, Senator Reid, on Friday. It shows you what our mill rate equivalent will be in 1960 and 1965. It will be at least 60 mills if all goes well with us as against 39.25 in 1955, of 38.15 in 1956 of which 47 mills will come from the tax revenue. By 1965 it will be 75. This is on page 61.

To come back to page 11 of the summary, obviously, Ottawa, like most Canadian municipalities, is faced with heavily mounting taxation, requiring a reallocation of aid or of taxing powers from senior governments—part II of our green report is one chapter devoted just to that, changing conditions in all municipalities, to give you the background not only of Ottawa—but even more so to emphasize the need of certain definite undertakings from the dominion authority towards capital works in the national capital plan, comparable in realism and stability to the progress made since 1949-50 in tax-lieu payments to current revenue under the Municipal Grants Act.

This, Mr. Chairman, we believe to be one of the most important considerations and recommendations which this committee can make. We admit that tremendously satisfying and realistic progress has been made in the last 5 years in grant payments in lieu of taxation to current needs and revenue. We believe that there should be the same parallel stable provision under some formula of agreement for at least 5 years whereby the capital works to be undertaken and the capital aid to be provided should be the subject of similar arrangements.

To revert to the third paragraph. This definite undertaking for capital aid should set up some formula, say, for the next 4 to 5 years, setting out the actual works under the Gore and Storrie report—and I would add in there under transport and power as well—and the basis on which the dominion will participate to the amount and in the terms set out for each as required for the national plan, not for the city and its own municipal needs. We will tax ourselves and discharge our own municipal obligations. The city could then not only plan its own obligations, but could proceed to conclude with the province of Ontario, the basis and amount of the latter's sharing in each such scheme. In the event of assistance in the development of the national capital plan in these major works within the city of Ottawa neither the city of Ottawa as a municipality nor the province of Ontario should thereby be relieved of what would be its normal share. We should not be relieved of our responsibilities at the cost of the taxpayers or the people of Canada as a whole. We have tried to get some definite undertaking on these capital service outlays over the period of the last 5 years.

Perhaps, most important of all, the city suggests that substantial changes may now be necessary both for the Federal District Commission and the city to assure the complicated actual putting into effect of plans that now have to become works and perhaps call for a different type of administrative set-up than hitherto existing.

May I turn now to page 8 of the green report and turn to the third paragraph, from which I would like the privilege of reading. All this expenditure, and so on, has been worth it, the people of Ottawa will say as, however, they ask also now for understanding in the continuance but greater complications of a partnership which means that the city of Ottawa, as the capital of Canada, cannot itself determine, where and when and for what development, possible industrial lands and expansion may be planned: cannot, for the same reason, enjoy its fullest opportunities to develop with its own province, roads and streets and bridges and many another physical work: that it cannot turn to the fullest exploitation—in the best sense—of its land and waterways to its greater financial benefit, as can other municipalities. The question is not that there are complications and problems; the wonder is that there has been the progress this report, it is believed, records, and it is hoped can be further and rapidly advanced if only there can be some clear-cut partnership in planning and some undertaking between the city and the dominion in respect to sharing in capital commitments comparably stable to that now attained in respect to current payments under the Municipal Grants Act. It is repeated,



and we cannot emphasize it too much—the basis of this more realistic partnership is more realistic planning and the conclusion of some *modus operandi* whereby not only the city's less than adequate mechanisms will be made more effective but through which the three most powerful federal authorities, (the F.D.C., C.M.H.C. and the Dept. of Public Works) so determining Ottawa's fate will be more effectively integrated and this federally articulated creation fitted in to what both the dominion and the city must respect and work under—the legislation, provisions and administration of the province of Ontario. The "national plan" must be developed in such awareness of all the elements involved.

Now, might I skip the next two paragraphs and turn the page and take the first paragraph.

Of all the units of government and areas involved, (as this submission, it is trusted, will establish) the city of Ottawa (loyally but precipitously annexing an area, almost four times its old and already heavily burdened municipality) is most inadequately adapted and financially impotent to control and sustain the overwhelming problems of rapid planning and capital development within her own jurisdiction and faced with the largely unrelated development and exploration of the continuous areas.

The Greber plan, being one of physical land development and primarily erection of public buildings, could be oblivious of the intricate jurisdictional problems involved at the local level, but raises for the Federal District Commission review of the entire concept of its responsibility, nature and executive powers compared to the challenge of the same problems to the city.

Where the Federal District Commission and the old small city of Ottawa working with it were the dominant planners in the pre-Greber era, the rapid expansion of Canada itself and of government at the capital, together with the enactment of the Ontario Planning and Development Act, have operated to the exercise by other powers and responsibilities of the dominant influences in the development of the city and indeed, much of the area.

While the Federal District Commission, in implementing the railway relocation plans in realistic progression and in partnership with the city, and both the Federal District Commission and the city in the development of better transport and traffic communications, the erection of bridges and thoroughways, the location of open spaces, and so on, exercise and direct a determining influence on the Ottawa of the future, these other forces can be more potent in direct realistic impact.

The Department of Public Works, which, with its policy of decentralization and relocation, has brought into existence in less than a decade entire new areas of five public buildings, is thus in turn deflecting the whole foci of transport, living, community interests, schools, churches, business and commerce and gathering these all up in realignments.

The availability of loans or insurance for housing and related shopping centre development, etc., has made the C.M.H.C. an even more powerful factor, in its approval of such projects, as to what way and where development should go both within and without the city.

Energetic, enterprising, untrammelled by the necessarily slower and more concerned process of responsible government the sub-dividers, powerful in themselves and even more so in the principals advancing their loans, have been perhaps a stronger determining force than any in rushing up new projects where and as land purchase and their own



building inclinations dictated. Again community services have been demanded and accelerated, in priority often over the local improvement needs of the older sections and in advance of need or in greater extent than would be otherwise contemplated.

This is something of the background of the city of Ottawa which must now adjust as a capital city within national planning.

Now, may I ask you to turn to page 50 of the green book. Comments on some aspects of F.D.C. submission—co-operation and assistance from the F.D.C.

The city would record here, what it believes to be an enlarging and increasingly effective understanding and co-operation between the municipality and the dominion authority in real progress in the more and more complicated problems of their respective—and often joint—responsibilities. There have been, are, and must continue to be, honest differences of opinion and zealous guarding of rights and responsibilities of the respective authorities. But any criticisms or suggestions offered at this time should be taken as an earnest effort so to clarify principles and procedures as to afford more clear-cut and workable relationships in advancing the common interests of the people of all Canada no less than those of them so fortunate as to dwell within her capital.

To this end, the city would prefer to put on formal record here only certain general observations bearing on the submission of the F.D.C. itself, and assure the committee that Her Worship the Mayor, members of the Board of Control and senior officials of the city await their pleasure to offer any particular comment or reply to any queries on the F.D.C. brief.

However, it is most important to note that it is not valid to accept any general assumption that the F.D.C. is—or can be—the one integrating liaison between the city and the dominion authority. The F.D.C., in its origin and development, is primarily an agency for the beautification—the “improvement”—originally of the national capital. Gradually, it has become a planning agency but still, primarily, a physical planning agency, essentially engineering and architectural in its administrative arm, generally advisory to the government within its terms of statutory reference and with its executive powers and responsibilities accordingly relevant.

Other essential statutory and executive powers and duties are properly exercised, even within that part of the national capital area that is the city of Ottawa and even within this area of physical development, by various other authorities—parliament itself, the dominion Department of Public Works, the dominion Department of Transport, the dominion Department of Agriculture, the R.C.M.P. and the Department of Justice, and—very important for the city—the Municipal Grants Act Branch of the Department of Finance, the province of Ontario and the county of Carleton.

And here, Mr. Chairman, I want to interpolate one thing on behalf of the city. We would like to put it in evidence because we have not been able to get the document or basis for the statement in the F.D.C. brief—in respect to the green belt—that the province of Ontario will not consider any principle of compensation for land use. That statement is filed officially as part of the F.D.C. brief but we have been unable, through my office or directly, to get any such positive statement as to policy from the province of Ontario or from the Minister of Planning and Development.

Our understanding is that there is every possibility of negotiation and development under an official plan, and I think that before this positive policy, attributed to Ontario, stands in the evidence that it is utterly essential that the F.D.C. have a supporting document put in there, into your records, from the province of Ontario. I do not know officially what the Province's policy is, but it is important in respect to this relationship and to this question of land use adjustment to have it established in your evidence.

Then there is the crown corporation, Central Mortgage and Housing which deals almost daily with the city in most vital matters as does the Veterans' Land Act Administration.

In the rapid change and accretion of the activities of government, the F.D.C. has assumed—or had assigned, in the absence of any other agency "ready to hand"—negotiations and, indeed decisions, in respect to city of Ottawa matters, in which fundamentally not only government policy but parliamentary authority are properly involved.

The F.D.C. under present or projected powers, has been drawn into most extensive public works, highways, parks, real estate holdings and operations of all types of properties, into business as the lessor of concessions, into matters basic to assessment, taxation and similar obligations and decisions ordinarily exercised through parliament or the government, and finally into policies and programs which can not only affect but determine the basic civil rights and living of individuals and communities today and for all future time.

The city enjoys all the general powers delegated to such a municipality by the legislation of the province; it may require other and special permissive powers to play with full effectiveness its part as the most vital municipality in the partnership of the dominion in the development of the capital. Such special powers may only be made available under special supervision of the province.

An analysis of the problems before this parliamentary committee would seem to bring out fairly clearly that the F.D.C. and the city of Ottawa alike must face, impartially, some re-alignment of procedures and possibly definite readjustments in their relationships vis-a-vis the dominion government and in the evolution of some special relationships of the city under the powers of the province of Ontario.

Mr. Chairman, I now go back to the last paragraph of the highlights on page 11.

The Presiding CHAIRMAN: Gentlemen, we are now going back to the summary on page 11.

The WITNESS: The city brief does not offer definite submissions on these lines but states that the mayor will be prepared to answer questions along these lines, should the parliamentary committee desire such discussion.

Those suggestions I have here, sir, and they are at your service personally from nearly six years as mayor and as a member of the F.D.C. Otherwise unless you wish to question me thereon, I thank you for your courtesy and cordial reception, and the people of Ottawa rest their case.

The Presiding CHAIRMAN: Gentlemen, we have now come to the question period. You are free to ask any questions of Her Worship the Mayor and she will be quite happy to answer them especially regarding the last page of the summary of the brief.

Senator GERSHAW: May I say that our program is pretty much filled up. We have meetings tomorrow, Wednesday and Thursday. We expect to finish the Ottawa brief today so our questions must be limited to what can be done before 6 o'clock.

The Presiding CHAIRMAN: Thank you, Dr. Gershaw.



Mr. BLAIR: I would like to ask Her Worship to enlarge on the second paragraph which she just quoted on page 51, an analysis of the problems and so on.

The Presiding CHAIRMAN: You mean page 51 of the green brief.

*By Mr. Blair:*

Q. The second paragraph, because I think it is very important.—A. Mr. Chairman, if I might, in order to save your time, I would like to provide this from notes to protect myself also. I have written, and I shall read quite slowly, suggestions which I take the responsibility of offering for your examination, arising out of this question.

Q. Well, through your experience it would be worth hearing.—A. This would deal with possible adjustments in dominion-municipal government policies and procedures in the development of the national plan. First of all let me say, Mr. Chairman, and it cannot be over-emphasized that the suggestions which are now being advanced come solely on the personal responsibility of the mayor, as have said, from these years of serving as the city's representative on the F.D.C. They are to be considered as in no way involving the city nor carrying the support of the board of control, the city council, or the city officials. They might, or they might not.

We have just agreed that I shall take this responsibility. In fact the proposals have not been submitted to any of them but are brought forward solely as possible lines of exploration by the parliamentary committee and on no other basis at this time. Moreover, it is underlined that changes are deemed necessary in my judgment in certain of the city's setup and procedures no less than those of the F.D.C., to proceed effectively with the marked changes in the stage of development which has now been reached in the national capital plan.

As the city's brief has sought to establish there are three major and distinct areas of governmental functions and relationships involved in the problem of effective development and the matter of administration of the Ottawa area as the capital of Canada.

First, as to these constitutional and inter-governmental problems—as someone born and bred in the valley and knowing all the provinces fairly well, I cannot over emphasize that there is the whole area of local government within which the municipalities in the area involved call for reconciliation and cooperation in the development of the capital. And I would say with all the conviction of which I am capable, and sincerity, that the whole basis of cooperation could be inexpressibly clarified and advanced by a firm declaration by this committee that there is no intent or plan to change or to take over municipal government functions from the municipalities in the capital area. If that promise were assured for even 10 years that would advance confidence and cooperation inexpressibly and especially on the other side of the river, in my judgment.

But the municipalities on the Ontario side are no less tenacious of their municipal powers which were their own long before there was confederation.

But regarding the recurrent proposals to set up "a real federal district like Washington" it is suggested with all respect, but in view of a certain amount of assurance locally as to the much better system of the District of Columbia and its administration and taxation, that there are two or three items in relation to the actual situation there which it seems to me, as Mayor of Ottawa, should be brought forward to this committee at this time from our point of view.

The District of Columbia is not working with satisfaction to the people either of the United States or of Washington to the degree that it is assumed.



No less than two Senate committees within the last five years have recommended that municipal powers be returned to the city of Washington and that they take over their local government. But the House of Representatives each time failed to act on these resolutions of the Senate. It is partly a question deep in United States political problems, the domination of the coloured population which would then be so powerful in local government; in other words one reason for the House of Representatives of the United States not acting on the Senate committee report is to deny citizens of Washington their rights in national or local suffrage. The principle reason why we do not want this to happen here is that we do not want to be denied those rights.

Moreover, the National Republican party has in its platform the restoration of local government to the people of Washington, and the restoration of the national franchise. Moreover, where the greatest misunderstanding is, I think, that the people of Washington, being the District of Columbia, are not taxed, that the federal government of the United States takes the entire taxation; that is not at all correct.

Three weeks ago the budget for Washington was adopted. It was \$181 million. The contribution to it of the government of the United States was roughly \$18 million.

I hate to say, Mr. Chairman, the United States government's contribution to Washington is just now about equal to what, in your last amendments of last year, the dominion government is contributing to ourselves in relation to tax revenue. In 1878 when the United States government had to take over the budgeting, and the whole set-up of Washington was recast, the United States government met 50 per cent of the cost of the administration of Washington. In 1920 that was cut to 40 per cent. In 1925 it was cut to 30 per cent, and in 1939 it became a fixed grant, which it continues to be in relation to the budget brought down as a whole. In recent years, and this year, it has run between 9 and 10 per cent, with the consequence that there are three lines of heavy taxation for the other 90 per cent resting on the unenfranchised people of Washington.

*By Dr. Blair:*

Q. How are those set apart?—A. Those are raised from real property and all sorts of taxes: cigarettes; soft drinks; entertainment and so on. They have two taxes that we have not got, I do not think, in any Ontario city of which I know. Those are: a tax on your personal possessions—your car, your jewellery and so on; and a tax on your bonds and securities.

Senator REID: Mr. Chairman, if I might interrupt for a moment: Perhaps I misinterpreted the question asked by the doctor. The doctor did not ask that question at all. We are not discussing Washington. You made a statement on page 51, and you analyzed and proposed realignment. But, when I asked you a question you immediately branched out into Washington. If you had the time I would be glad to hear your statements on Washington, but we are not discussing Washington at all. You have not answered the doctor's question at all.

Dr. BLAIR: She is coming to that. I am satisfied with the answer.

The WITNESS: I want completely, in so far as I can, to get out of the minds of the people of Ottawa certain misapprehensions and misunderstandings that have been left there through the years to the effect that if Ottawa went in on, "a real federal district like Washington" you would have no taxation and all works beautifully.

*By Senator Reid:*

Q. That is your interpretation. That is your interpretation of it, but nobody has said that.—A. Oh yes.

Q. You are interpreting that. I was the one that said it openly, and I did not mean that at all.—A. Senator Reid, I am not saying that to you at all. I am saying what I have said all along. I am saying what I said on the election platform running as mayor of Ottawa.

*Mr. Gour:*

Q. Municipal politics.—A. No, Senator Reid. I want to bring out this distinction, because certain of our own papers recurrently report—certain of the Canadian papers; papers further away from Ottawa and as they get further away they can speak with greater assurance on the matter—suggest that the federal government could take us as one authority in Ottawa. I have had said to me time and time again, Mr. Chairman, since this hearing has been held that we will get one authority in Ottawa whatever it is, get one authority and get away from this dual authority of government and city and taxes.

The other thing I want to point out is that in Washington there is not one authority administering the capital: there are ten.

*By Mr. Blair:*

Q. I am satisfied, Senator Reid, that Her Worship is coming to the question of realignment and I am glad to hear the explanation.—A. I would like to list these Washington authorities, if I might, sir, because I am sure there is time for what I have to punch home really as realignment. I want to give you just this picture, so that when you are tired with all the plethora of the organization of boards, or commissions in Ottawa or in Hull, or even in Eastview, the smaller city in a federal district. You do not believe that they disappear in any over-all organization.

In Washington there has been much trial and error. There is a board of federal commissioners consisting of three commissioners, two named by the president of the U.S.A. from persons who have resided in the District of Columbia, for a term of three years. And then the third commissioner, the engineer commissioner who is detailed by the president from the engineers corps of the United States army, usually at the pleasure of the president, and who serves four years generally.

Now, that is the commission, and each commissioner has all the different activities of government separated into three grouped classifications under him. The heads of departments make their recommendations to the representative commissioner and he brings that recommendation to the board of commissioners, which meets Tuesdays and Fridays. The secretary of that board records decisions and acts as the executive officer of the board. He issues instructions and carries on correspondence.

The procedure is more explicitly divided, but not incomparable to some of the functions of the Board of Control of the City.

However, over and above the Board of Federal Commissioners there is the Public School Board consisting of nine members named by the Justice of the Supreme Court for the District of Columbia. There is the Public Library Board whose members are named by the Board of District Commissioners. There is the Public Welfare Board which is given the penal and charitable correction institutions by the Board of District Commissioners. There is the Public Utilities Commission consisting of two civilians named by the President, and the engineering commissioner from the federal board. The public parks are directly under the jurisdiction of the National Parks Commission, not under the district commissioners at all. The water-works supply is all under the



army engineer, designated as district engineer. But, the distribution and water rates are under the Board of District Commissioners. Planning and highway changes, and the like are under the National Planning Commission, an advisory board which purchases all the land for parks and playgrounds. Then, as the land is purchased the parks are put under the national director of parks and the playgrounds are put under the Board of District Commissioners. The zoning commission consists of the three members of the district commission plus the architect of the parliament buildings or the capital, plus the director of the national parks services. The judges of the Supreme Court of the District of Columbia are appointed by the president, handle the police, the municipal and juvenile courts, the recorders of deeds and the registrar of wills.

Q. Do common place people in Washington make any appointments, or have anything to do with that?—A. No.

Q. Or is there an inclination on the part of the United States government to appoint people to some of those positions from the city of Washington itself?—A. They must be three-year residents, the two senior commissioners. When the budget is prepared by the director of budgeting, it comes down with the United States budget. The President of the United States signs the by-laws, which I would sign in Ottawa. A year ago, when I last made my inquiry, there were no less than 250 various bills tying up, or going through congress dealing with Washington. As a matter of fact, the senator from Oklahoma in a recent article complained that their committee on the British loan had to adjourn because of a controversy over the length of rock fish to be allowed in pools in Washington. That matter had to go to that committee of congress.

Now, Mr. Chairman, if Senator Reid will forgive me this diversion into something that exists there, what I would like to impress upon this committee is that Washington moved by trial and error into what they have at the present time, through long processes and experiments of some of the schemes we discussed, or have been discussing at different times in Ottawa and within Canada in relation to possible changes in the national capital government and particularly of Ottawa.

Do not worry, sir, I am not going to take this all as a course in history; but it is necessary I think, to recall that the District of Columbia was set up under section 8, article I of the constitution of the United States to exercise exclusive jurisdiction over such district not exceeding 10 square miles as the states might cede to the United States to become the seat of government. In 1798 Maryland and Virginia ceded land up to 10 square miles on either side of the Potomac. Now, this is what is most interesting, and most interesting to me as a student of history, and living here: where the capital is on two sides of the river and in two provinces, the people of Virginia persistently resisted the loss of their franchise and various orders and powers to such an extent that in 1846 the Virginia side of the river was taken out of the capital and ceded back to the state of Virginia. The District of Columbia is entirely in land from the state of Maryland. The District of Columbia became 70 square miles on the Maryland side of the Potomac.

This point too is interesting, in the light of certain submissions made to you by different groups. I know that certain members of parliamentary parties, you might say, have suggested "why cannot we have a federal district and elect the mayor and council, reporting to the government and so on?"

From 1802 to 1812 the District of Columbia had a mayor appointed by the president, and a council for the city elected by the people. In 1812 the council was permitted to elect the mayor, instead of the president appointing one. That went on to 1820. Then, from 1820 to 1871—for 51 years—the people of Washington were permitted to elect the mayor for a two-year term, and to elect the council. This went on for half a century, and then what happened was: this council of the government of the United States brought



in Sheppard, a great and ambitious planner. Sheppard spent so much money in development in the following few years which the city of Washington had to meet—it was over \$25 million which was a lot of money then—that in 1871 Washington was in serious financial straits, and a territorial government was set up.

This is a suggestion that I have played with myself and I have heard others deal with it: why not make the capital area practically another province or territorial unit? This territorial government was set up in Washington with the governor nominated by the President of the United States, and the legislative assembly elected by the people—11 in the council and 25 to the House of Delegates, and the interesting thing was that the territorial government of Washington sent one representative to the House of Representatives of the United States—to parliament as it were.

But that interim form of government was set up for those three years because Washington bonds could not be sold—Washington had practically gone bankrupt trying to realize this tremendous national plan and works program by Sheppard and in 1875 the system was changed to the three commissioners and Washington by act of Congress was created a municipal corporation.

So Washington has gone through various of the stages and provisions which have been suggested for Ottawa and which disturb us, and when I say “us” I mean all our municipalities on both sides of the river, and both of our provinces. So I do say Mr. Chairman that since periodically you have this suggestion of a “true federal district”—it is not Senator Reid only, it is a recurrent discussion. Senator Reid, you have spoken with only constructive suggestions but the less well informed people are the more emphatic in saying: “let us be like Washington.”

If we can for just one decade simply say “That is not going to be considered: no federalization” and agree to that, I would stake everything I have or know of this whole area in saying that we will see such cooperation as we have never seen before on both sides of the river and from all our municipalities.

*By Mr. Blair:*

Q. If the idea of a federal district were washed out?—A. As taking over municipal government, yes. Or if it were said now for ten years we are going to take and put our administration under the framework and government and power of the municipalities and the provinces; we are not going to talk in terms of “federal” again until we have made a failure of that. It is a sort of companionate marriage on a large scale.

*Secondly* it is suggested also—this is another thing which I think, Mr. Chairman, would clarify the situation and bring reassurance, that cooperation would be at once advanced were the municipalities in the Ottawa area assured that in respect to aid under the Municipal Grants Act they would be placed in no other position than other Canadian municipalities but would continue to negotiate and be dealt with directly in respect to all tax-lieu grants by the Department of Finance and the Municipal Grants Act administration.

There is no sense in denying that there is great concern, suspicion and worry, that if all this discussion and financial relationship between the municipalities in the capital area and the Department of Finance under the Municipal Grants Act were interfered with the federal district or whatever you would call the development body would mean injustice to the municipalities in that there would be one interest or consideration or argument of the planning body played against the other. Keep the constitutional question out and

inter-governmental change; leave the definite finances, tax lieu payments to current account (as against any capital aid) out of the picture; leave them directly with the Minister of Finance—the Department of Finance—and the Municipal Grants Act.

Then, turning third to the actual physical development of the capital area, the planning of the area, its land use in beautification, agreement on roads and means of communication, on the development of basic services—water, sewers and power and the development and control within provincial and municipal legislation accordingly. Let us look at that area and there, Mr. Chairman, I would like to raise for exploration a basic recasting of the set-up of the partnership. In making these suggestions, first and most important and solely on my personal responsibility, in order to allay anxiety, I would like to suggest that the name of the Federal District Commission be changed to something more corresponding with its true nature, responsibilities and functions “Federal district” in that title carries with it the idea of centralization, and it is repugnant to many of the Ontario and to all of the Quebec municipalities and to the province of Quebec. “Federal district” causes concern because it suggests recurrently this amalgamation of an area suggested as like Washington, and “commission” carries a certain fear also, but not as great, but it does suggest something independent of parliament or the people, such as a crown corporation.—something out of our reach and I would suggest the exploration of some more precise title—in which you would get the partnership idea.

I would suggest the words “Capital Development Commission” or “Capital Development Board”. Those are the two purposes, those are the objectives for which that body was set up; that is what the vote provided by parliament is for—the development of the national capital.

*By Mr. Blair:*

Q. Would it not be better to include the word “national” and call it the National Capital Commission?—A. Do not call it commission. Also if you keep “national” in you have two provinces and 22 municipalities who do not want the idea of “nationalization” of their local rights—all those municipalities, and those across the river do not want the idea of being municipally incorporated some day into a national capital. The territory is the national capital area or the national capital district. I will just leave it at that: development of the national capital is the big function. Examine the F.D.C. act right through—examine the capital fund vote—examine Mr. King’s speeches in the house; go back to the old Ottawa Improvement Commission and you will find that it has always been the concept of the physical works and the development of a beautiful capital and a capital area here that were basic in the set up.

*By Senator Cameron:*

Q. Why not “national capital corporation”?—A. “Corporation” would be the worst thing of all because “corporation”—I am not going to mention individual corporations—are things that you cannot get at.

*By Mr. Philpott:*

Q. Maybe you are thinking of the corporation of the city of Ottawa?—A. No, the corporation of the city of Ottawa is very easily got at. It could be dissolved tomorrow. It has four elements in it. I will try to develop this point if I may. It is to try to reach a partnership that is a true partnership in planning, development and execution, and I think the time has come in the development of the capital (in view of the flexibility and expansion required in the development of the area) to change this body—the F.D.C.—whatever you call it, from an advisory body to one with statutory authority comparable to that



of a government department. It is too enormous an undertaking—too tremendous an expenditure of funds, too demanding in continuity to have the excellent administrative executive resources of the commission vested in a body so loosely knit and nebulous and meeting as infrequently and, necessarily, in meetings spaced as far apart as your Federal District Commission, and I say that as mayor of this city, sitting upon the commission; I apply it to my own part therein. I believe that the national capital, the investment in it, the development of it, have become a question justifying something no less important than the attention of the parliament of Canada, and that whatever body it is it should be directly responsible to parliament through a minister. It should be given an adequate annual budget voted by parliament—an amount adequate to carry out each year not just the allotted amount of works, fixed within a fixed vote, but actually approved by Parliament and incidentally, I do not think well of the suggestion that, whatever the body is, it should be allowed to spend up to \$50,000 to acquire property without going through the responsible mechanisms of a responsible government. You could take and pay \$25,000, \$25,000, \$25,000 and acquire a lot of property; but, gentlemen, even in this day when millions are nothing, \$50,000 to us is an awful lot of petty cash to be allowed to pay without government approval.

*By Senator Gershaw:*

Q. \$50 million.—A. No. That was for expropriation. There is a suggestion in the brief that the Federal District Commission, without going through the governor in council, should be allowed to buy parcels of land up to \$50,000. I think that the body should be given an adequate budget, not limited from year to year over a 10-year period but that detailed estimates should be voted by parliament.

You will find great support for this, particularly, I would say, because of satisfaction with the hearings which you have given the municipalities and others, that there should be an understanding that there should be a standing committee of parliament on the national capital meeting annually for examination and review. I know that members of our City Council and Board of Control, and other interests here and in the municipalities, feel that if you never file a report that this committee has been of incalculable value in outlining the problems, and getting a fresh public appreciation and interest in them. Surely the national capital of a young country would justify a standing committee of parliament on it. Representation and responsibility, I think, now should be exercised directly through parliament and whatever you call the body, the administration should not be advisory, but should be continued and concentrated.

For the actual supervision of the development of the capital, I would suggest, therefore, this capital development board or commission reporting to parliament through the Minister of Public Works before a standing committee on the national capital. When I say the Minister of Public Works, may I point out, Mr. Chairman, that public works existed and was accepted by all the provinces—and Ontario and Quebec—at Confederation and you do not have the resistance in Ontario or Quebec to expropriation, which is recognized, for public works or public buildings, but you do for general purposes such as parks or the like.

Again, I would bring in the power of parliament respecting the capital's physical development by a body actually named for a fixed period of years. In other words, I am thinking of a much smaller, compact administrative board, and to that board I would suggest there should be appointed basically, representing the nation and serving full-time either three or five citizen members—as exploration might advise—and of those members, if there be three, that two



should be named by the government and one named by the opposition parties; if there were five, three should be named by the government and two named by the opposition parties. What I am trying to get is an inner full-time executive that rides above party and above all small considerations, as the trustees as it were, to the people through parliament of their national capital, and transfer to that body the executive administration and resources of the Federal District Commission and report to the Minister of Public Works through the chairman of the board.

Look at the vastness of the scheme; look at the vastness of the planning and expenditure of the national capital. Surely when you look at other governmental bodies which have three or five trustees, as it were, it is obvious that you need the same for the national capital development.

Now, I would add to those three or five full-time members, in respect to the city of Ottawa and the municipalities on the Ontario side, two persons not serving full-time sitting in especially when their area was under immediate discussion, the mayor of Ottawa and one appointee representing the area group of Ontario municipalities to be named by the province of Ontario. Let that basic board, with those two meet on the matters that are vital within the Ontario jurisdiction along the river. Then, similarly, have two other coopted members from the Quebec side, the mayor of Hull and a representative named by the province of Quebec for the municipalities on that side of the river in the national capital area. Now, let them similarly meet with that board of three or five on the matters pertaining to Quebec but have that full board or commission meet as a whole, whether it is seven or nine members, with the three or five appointed by the government and the opposition, named by parliament, and these other four "local" appointees on all other major policy questions of a general or major nature; and have that board meet regularly.

Members of the committee, I would take out of that board's jurisdiction and out of its responsibility what to me seems an enlarging and quite a different function to handle, that is all acquisition, holding and administration of lands required for the capital development. I would vest the acquisition, administration, sale and use of those lands—Senator Cameron—in a "capital lands corporation". I do not feel that the board that is determining use—whether it be in the city or not—should be the negotiating, administering, selling and trading body. There are different functions, different responsibilities which you meet and a capital lands corporation, I would suggest, should be explored as three trustees named by the Minister of Finance and reporting through him. Then, in your capital development, policy and planning if you decide that you want certain lands, you hand over to the capital lands corporation the negotiations, valuation and so on, and you will have to prove how much of that land you want. You will have to prove why you want it held out of use and you will not, at the same time that you are developing the national capital and its plan, be trading and working for a profit yield in these lands. Those lands would be in a separate class and would be held or released by a separate body.

It is interesting that the entire purchase of Washington was handled on a similar system administered by trustees appointed by the congress of the United States. They were entirely a separate body and every owner of all the land required placed his land at the disposition of those trustees. Those trustees went into the full requirements as to how much of that land the U.S.A. required and bought directly what was wanted for streets, bought directly what was wanted for public buildings, and so on, and then turned back to the owners, through trustees, the lots that were left, about 60 per cent or more of the land placed in the hands of the trustees for consideration, valuation, purchase and use remained there, and the other was returned for sale to the owners.

*By Senator Gershaw:*

Q. Would you have any representatives from the other eight provinces?—A. Might I add, Senator Gershaw, first that we have come to where—in body upon body, and in your corporations, your harbour board and so on—you take parliament and its nominees as representing the nation and their expression as a whole. I would not care whether one of them or three, or five came from the Ottawa area. I think that parliament would have to be trusted—the government and the opposition parties—to see that they were well chosen. Then I would put in, for the Ontario area, the Mayor of Ottawa. You have got to have the mayor in, no matter who it may be, because of the important fact, (as Senator Reid said, that we seem to have lost sight of) the fact that the capital is a place and is Ottawa, 47 square miles of it; and then for the other municipalities on the Ontario side, one member. But why should they necessarily sit with you or you with the three or five, full-time Board, when you are discussing say a park in Hull, unless that park is going to be at the end of the bridge which leads across from Ottawa? Similarly, your three or five would sit with the Mayor of Hull and the representative of other Quebec localities named by the provinces on Quebec matters. And you would get out of this problem of everyone of the eight municipalities on each side of the River wanting to have equal representation when their assessment is not the same.

But for general policy and development, this body of seven or nine members would meet as a whole.

In my judgment that executive administration of three or five should be a full-time body. It would be something like the internal administration of the National Research Council or something like that. The Capital Lands body would take up the acquisition of capital lands, handling, leasing, and selling; and I would suggest that it should be named by parliament also of not more than three members and should report directly through the Minister of Finance again to the parliamentary committee on the national capital, on the acquisition, holding, management, and leasing of all lands that are required by the capital development board or commission.

And then also from the heavy responsibilities that are there—and I am looking over the different nature and functions and responsibility of the F.D.C.—I would suggest exploring the policy of the removal from the capital development board or commission or call it what you will, of the Gatineau park, that tremendous and different development, which would have to be dealt with like other national parks, with hotels, businesses, and all sorts of like problems, and I would have it report directly again to the parliamentary committee on the national capital, through the national parks branch, because again your policies of personnel, of administration are distinct and different from the complicated problem of the development of a national capital.

*By Senator Cameron:*

Q. Are you suggesting that the Gatineau park be incorporated in the national parks system?—A. Yes, first as it is a park, and as a park. Your works leading to it would be separate. Your access roadways, etc., would remain with the capital development body.

Having given much thought to such federal changes, may I say that I think the municipal machinery for the city of Ottawa should, were this done, be brought into a more workable and continuous mechanism, and that we should set up, if you call that a capital development board—we should set up a capital development committee of the city which would have on it the Board of Control and the city nominees of the Ottawa Planning Area Board, and the city's technical staff, but without a vote; and it would meet regularly, from time to time, at such periods as might be fixed, almost from week to



week. This capital development committee of the city of Ottawa should meet in respect to all developments in the Ottawa area, with this executive or central board of the capital development board or committee, and I think—I have not even discussed this with the Commissioner of Finance, because I take the responsibility for suggesting these things for exploration—that if that were done, the city of Ottawa might well set up a capital development fund, and it might so organize its estimates and its capital debentures as to plan over that period which I have suggested is basic for some agreement on capital aid, the works and the amount we would spend. As we would be working with the capital development fund of the dominion, we would ourselves segregate our own expenditures both current and capital in national capital development so that we would see most explicitly what belonged there, and what was more or less ordinary municipal administration.

For instance, the sort of thing that I think of is what Harold Fisher suggested in 1918. The F.D.C. has magnificent parks and driveways and it is well equipped in every way to develop them and to plan new ones.

We have parks, smaller ones, which we use for our people, playgrounds and smaller recreation facilities, but which are junior and much less extensive and adequate and less equipped in every way.

Now, under such an arrangement as I am thinking of, why should the city of Ottawa through that partnership not say to the capital development body "Here, you take and develop all these parks and spaces of ours that we want to use for amenities and other reasons; you develop them in collaboration—that is, to a standard which is comparable to your own, and administer them and we will put in the recreation and other personnel and we will pay you out of our mill rate what is the proper payment for that service, and what we would be paying were we to put on our own park levy."

It is that sort of thing, I think, in some continuous working out that we could do, and I think that we should reorganize in the city the routine of the Ottawa Planning Area Board so that we could deal primarily with policy. We deal with far too much detail there. The O.P.A.B. routine would simply be one of report and adoption in the Ottawa Planning Area Board of the technical reports of our officials which thus would leave the Planning Area Board freer to discuss within our own capital development committee and the capital development board or commission major questions of policy and major plans.

Then, I think most essential, and perhaps at the working level, something of a coordinated board of works should be set up for the National Capital Plan: the technical staff of the capital development board; the technical staff of the city of Ottawa and any other Ontario municipalities on this side of the river, and the technical staff of the city of Hull, and the other Quebec municipalities; of the hydro and the Ottawa Transportation Commission; the Ontario Department of Highways regional engineers; the Quebec Highways Department regional engineers; the Ontario Water Resources Commission's regional engineers, etc.

We are, and I think the Federal District Commission will bear us out, working towards something like that, in that we have frequent conferences and a great many committees such as the one put together on the bridge project—where the technical staff of the commission and of the city meet. That board of works would receive references from, and report to their principals, whether it was the municipality or the board, and that board of works could call in consultants and architects, and the like as required when they needed specialized services.



Now, Mr. Chairman, those are the suggestions I make for exploration in respect of this mechanism, and to revert to the final word on behalf of the people of the city, it would be for your consideration of this fundamental item of a capital aid budget for capital works, and the formula of sharing whereby we would work in a partnership on them. We shall make application on Friday of this week to the Ontario Water Resources Commission for the tremendous sewage disposal plan; we trust your committee will consider sharing in that capital cost.

Again, sir, I want to thank you for your courtesy and your cooperation. I say again I am open to any questions. You have been so kind and cordial that it makes me feel that perhaps the House of Commons would be a happier place than council in which to sit.

The Presiding CHAIRMAN: Your Worship, you have given much time to this committee, and on behalf of all the members I wish to thank you very much. I wish also to thank the controllers of the city of Ottawa and its officers for having been here for all of these sittings, at which time the brief of the city of Ottawa was studied. You can rest assured that your contribution is well appreciated and your recommendations are in good hands, leave them to the good judgment of all the members of this committee who will certainly explore them.

The committee adjourned.



Doc. Canada Federal District Commission, Joint  
Committee of the Senate and the House of  
Commons on the  
THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons  
on the

# FEDERAL DISTRICT COMMISSION

*Joint Chairmen:*—The Honourable Senator F. W. Gershaw  
and  
Mr. Armand Dumas, M.P.

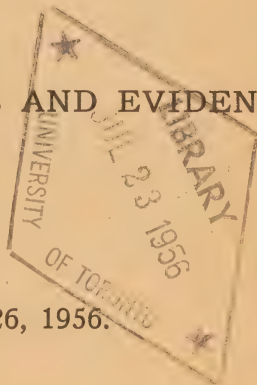
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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 18

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TUESDAY, JUNE 26, 1956.



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## WITNESSES:

Mr. Robert Campeau, on behalf of Home Builders Association of Greater Ottawa; Mr. Maurice W. Wright, LL.B., Counsel, on behalf of Armstrong Construction and Equipment, Limited; Mr. R. L. Mersey, Central Mortgage and Housing Corporation; Major-General Howard Kennedy, C.B.E., M.C., Chairman, Federal District Commission; Mr. R. I. Thomas, on behalf of Canadian Owners and Pilots Association; Mr. R. P. Sparks, of Ottawa.

EDMOND CLOUTIER, C.M.G., O.A., D.S.P.  
QUEEN'S PRINTER AND CONTROLLER OF STATIONERY  
OTTAWA, 1956.



MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,  
and Honourable Senators

Aseltine, W. M.	Dessureault, J. M.
Cameron, Donald	Lambert, Norman P.
Connolly, J. J. ( <i>Ottawa West</i> )	Reid, Thomas
Connolly, H. J. ( <i>Halifax</i> )	

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,  
Aitken, Margaret (Miss),  
and Messrs.

Blair, W. G.	Leduc, R. ( <i>Gatineau</i> )
Buchanan, W.	Mang, H. P.
Caron, A.	McIlraith, G. J.
Fraser, Alan ( <i>St. John's East</i> )	Nowlan, G.
Ellis, Claude	Philpott, E.
Gour, J. O. ( <i>Russell</i> )	Richard, J. T. ( <i>Ottawa East</i> )
Hansell, E. G.	Robichaud, H. J.
Harkness, D. S.	Weselak, A. B.
Houck, W. L.	

Antoine Chassé,  
*Clerk of the Committee.*

## MINUTES OF PROCEEDINGS

The Senate, Room 368,  
TUESDAY, JUNE 26, 1956

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 10:30 o'clock a.m. Mr. Armand Dumas, Joint Chairman, presided.

### *Present:*

*The Senate:* Honourable Senators Aseltine, Cameron, Connolly (Ottawa West), Gershaw (Joint Chairman), Lambert, and Reid.

*The House of Commons:* Messrs. Blair, Caron, Dumas, (Joint Chairman), Gour (Russell), Hansell, Harkness, Houck, Leduc (Gatineau), Mang, Richard (Ottawa East), Robichaud, and Weselak.

*In attendance:* The delegation from the Home Builders Association of Greater Ottawa: Mr. Robert Campeau, of Campeau Construction Company; Mr. K. R. Dale, of Dale Construction Company; Mr. C. A. Johannsen, of Johannsen Company Limited; Mr. L. J. Armstrong, of Armstrong Construction and Equipment, Limited, with Mr. Maurice W. Wright, LL.B., Counsel for the latter. *From Central Mortgage and Housing Corporation:* Mr. P. S. Secord, O.B.E., Vice-President; Mr. J. A. Jones, Director, Mortgage Lending; Mr. R. L. Mersey, Manager, Ottawa Branch, and Mr. A. H. Armstrong, Advisor on Community Planning. *From the Canadian Owners and Pilots Association:* Mr. R. I. Thomas, Manager; Miss M. M. Carson, Secretary-Treasurer; Mr. H. T. Patterson, Sparton Air Services, and Mr. J. C. Lovelace, Rockcliffe Flying Club. Also Mr. R. P. Sparks, formerly President of the Federal Woodlands Preservation League, and from 1947 to 1954 Chairman of the Advisory Committee on Gatineau Park, with Mr. James W. Younger. *From the office of the Privy Council:* Mr. H. J. Hodder; *from the Federal District Commission:* Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager, H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning; S. B. Wass, M.E.I.C., Railway Consultant; Walter Bowker, Director of Information; C. E. Cornish, M.E.I.C., Assistant Chief Engineer; Mr. Marcel Couture, Chief Accountant.

The Committee considered a brief submitted by the Home Builders Association of Greater Ottawa.

Mr. Robert Campeau was called, read a brief and was questioned thereon. During this witness' examination the following were also heard: Messrs. K. R. Dale, Maurice W. Wright, L. J. Armstrong, R. L. Mersey, and Major-General Howard Kennedy.

At the completion of the presentation by the Home Builders Association of Greater Ottawa, the presiding chairman thanked the delegation for their attendance and their useful contribution.

At 12:40 o'clock p.m. the Committee took recess.

## AFTERNOON SITTING

The Committee resumed at 3:30 o'clock p.m. Mr. Armand Dumas, Joint Chairman, presided.

*Present:*

*The Senate:* Honourable Senators Aseltine, Cameron, Gershaw (*Joint Chairman*), and Reid.

*The House of Commons:* Messrs. Blair, Caron, Coldwell, Dumas (*Joint Chairman*), Fraser (*St. John's East*), Hansell, Harkness, Leduc (*Gatineau*), Mang, Richard (*Ottawa East*), and Weselak.

*In attendance:* With the exception of the delegation of the Home Builders Association of Greater Ottawa, all others who are listed as in attendance at the morning sitting.

The Committee considered a brief submitted by the Canadian Owners and Pilots Association.

Mr. R. I. Thomas, Manager of the Association, was called. He read the brief and was questioned thereon. During this witness' examination, Mr. H. T. Patterson and Miss M. M. Carson were also heard briefly.

At the conclusion of the presentation the presiding chairman thanked the witnesses for their attendance and able presentation.

The Committee then considered a brief submitted by Mr. R. P. Sparks, of Ottawa.

On motion of Mr. Coldwell, it was ordered that the brief be taken as read and printed in the record.

Mr. Sparks was called. After a short introduction the witness asked the Committee to allow Mr. James W. Younger to read to the Committee an outline of his extensive brief. During and after the reading of the brief, Mr. Sparks was briefly questioned thereon.

At the conclusion of the presentation the presiding chairman thanked Mr. Sparks and Mr. Younger for their attendance and valuable contribution.

At 5:00 o'clock p.m. the Committee adjourned to meet again at 3:30 o'clock p.m. Wednesday, June 27, 1956.

Antoine Chassé,  
*Clerk of the Committee.*



## EVIDENCE

JUNE 26, 1956,  
10.30 A.M.

The Presiding CHAIRMAN (*Mr. Armand Dumas*): Gentlemen, we have a quorum. We will proceed with the second item on the agenda, the brief submitted by the Home Builders Association of Greater Ottawa, including Armstrong Construction and Equipment Limited, which company is represented here by Mr. Maurice W. Wright, counsel for this company.

We have with us Mr. Robert Campeau of Campeau Construction who will read the brief and who will be the principal witness. We also have Mr. K. R. Dale of Dale Construction. He will be able to answer some of the questions. In addition, we have here Mr. Johannsen of C. A. Johannsen Company Limited. Also this morning we have with us from the Central Mortgage and Housing Corporation Mr. P. S. Secord, vice-president; Mr. J. A. Jones, director, mortgage lending; Mr. R. L. Mersey, manager, Ottawa branch; Mr. A. H. Armstrong, advisor on community planning. These gentlemen are here this morning in the event that the members of the committee wish to ask questions of them following the representation from the Home Builders Association of Greater Ottawa.

I will now call on Mr. Campeau to read the brief. I hope that all members of the committee have a copy of this brief with an additional page which was given to us this morning by Mr. Campeau.

**Mr. Robert Campeau, President, Campeau Construction Company, called:**

The WITNESS: Distinguished members of the committee, ladies and gentlemen:

There have been several briefs presented to this committee by the city of Ottawa, and by the Nepean and Gloucester townships. We felt, as an association of builders and contractors, that we should also present a brief to outline to the committee the various problems encountered by the subdividing and building trades in their relationships with the Municipalities, the Federal District Commission and the national capital plan administration.

A subdivider in this city finds that a great deal of his work is hampered by the many public bodies with whom he must deal and to a certain extent he must work in the dark whenever he attempts to register a subdivision, whether it is in the city proper or one of the townships.

He must first of all submit a subdivision plan to the Ontario Department of Planning and Development and from there this plan is then submitted to the municipality. When the city of Ottawa is involved, the plan must go to the Technical Advisory Committee, which reports to the Ottawa Planning Area Board. On the Ottawa Planning Area Board are representatives of the city of Ottawa, the township of Gloucester, the township of Nepean and the Federal District Commission. A subdivider is not allowed to be present at these meetings and his business is discussed and dealt with by four different public bodies and he is asked to conform to different requirements which are not always realistic.

Due to the fact that the Federal District Commission do not have an official plan for the national capital, we are sometimes asked to make as many as four, five or six changes during the course of negotiations. Changes are sometimes requested presumably to comply with the national capital plan even after a plan has been registered.

Two companies who had both registered plans on Woodroffe avenue alongside the proposed Queensway were advised only recently that their plans had to be altered in order to conform to the overpass and cloverleaf required at the proposed Queensway and Woodroffe avenue. As of this date, negotiations on these matters are still not completed.

These plans have all been registered for five or six months and after they were registered they were called on to make different changes.

It sometimes takes as long as two or three years to complete the registration of a subdivision plan. There is no intention on our part to point the finger individually at any of these public bodies but we feel that the complex problems involved between the public bodies create the situation.

The association feels very strongly that if an official overall master plan was proclaimed, outlining exactly what the Federal District Commission intends to do, there would still be many problems left before a plan can be registered in this city,—but several would be eliminated.

Land reserved by the Federal District Commission for parkways has been the source of many problems for the subdivider. The Federal District Commission has acquired a considerable amount of land for these parkways. Whenever services have to be extended in a subdivision located beyond a parkway, the present policy is that the Federal District Commission do not pay local improvement charges for the installation of services abutting on their land.

The city also refuses to pay these charges and the subdivider is faced with having to pay the cost of services across these parkways, sometimes involving as much as a mile in length of services. In the end these charges must be absorbed by the home owners living beyond the parkways. —

The association feels that it is most unfair that the home owners living beyond these parkways should have to pay the cost of services across land designated for parkways and other national capital use since these parkways and other lands being retained for national capital plan purposes are for the benefit of the national capital as a whole.

The association feels that the Federal District Commission should limit its acquisition of land to the minimum requirements for parkways and other national capital plan purposes to avoid local improvement charges on land which will presumably never be built upon. The association feels that unless the Federal District Commission limits its land purchases to the requirements of the national capital plan and in accordance with an overall official plan, they will eventually have to sell their surplus land, thus becoming involved in real estate and getting the benefit of the extension of municipal services free of charge.

The members of the association would rather buy land from private owners rather than have to deal with a government commission. It is generally felt that real estate business should be left in the hands of private enterprise.

There has been a good amount of criticism by the city and the Federal District Commission in connection with subdividers building in the outskirts of the city in what is known as the Greenbelt. The association would like to point out that this situation is due to the fact that the extension of services in his city is not keeping pace with the demand for housing.

Several builders and subdividers who own land within the city of Ottawa find themselves unable to develop their land because the Ottawa Planning Area Board refuses to approve their plan of subdivision as services are not yet available. As a result, many have been forced to go beyond the city limits to build homes.

On the other hand, the Association is in agreement with the city of Ottawa and other public bodies that are against subdividing where services are not available. There is nothing that the Association would like better than to build homes on serviced land.

We feel that the best way to prevent fringe development outside the city limits is for the city to extend the services within its limits in accordance with the demand. The association knows that the city of Ottawa has laid many miles of sewer and water mains during the past few years but the situation obviously demands an even greater effort on their part.

The association is also very much concerned with the proposal that the Federal District Commission or the federal government should buy sufficient land around the city for a Greenbelt. We have already outlined the different problems involved in the federal government owning a lot of land around the city limits or within the city limits.

The association recognizes the difficulty in having a Greenbelt around the city and freezing the land of all these owners, preventing use of this land for other than farming. At the same time the association believes that the federal government should have the right to decide that the national capital requires a protective belt to contain and control its fringe developments, providing sufficient land has been left inside the Greenbelt to ensure the proper and normal control and development of the city over a period of many years.

The association also recognizes that by setting up and developing a national capital plan, the federal government is contributing immensely to the beauty of the capital of Canada.

On the other hand, however, this imposes heavy burdens and commitments on the city in endeavouring to conform to the pattern of the national capital plan.

The association cannot help feeling that the federal government should consider assisting the city in this regard by contributing to the cost of extension of trunk services, together with payment in full for the cost of installing municipal services through lands reserved for parkways and other national capital plan uses.

The association deplores the fact that the recent and sudden withdrawal of N.H.A. loans in the Greenbelt has left several of its members with land on which subdivision plans had been registered. These subdivider-builders are now left with two very poor alternatives; they must either wait for this committee to present its report and parliament to pass on it, or seek financing outside the National Housing Act which, by being much less generous in its terms, places them at an unfair disadvantage. These builders found it necessary to purchase and develop land in the Greenbelt because of the lack of serviced land inside the city limits.

To sum up, the Home Builders Association of Greater Ottawa urges the committee to consider the following recommendations:

- (a) An official over-all master plan to be proclaimed to facilitate the coordination of public bodies for the registration of new subdivisions.
- (b) Rather than increasing the powers of the Federal District Commission to expropriate and acquire lands, that this power be restricted to ensure that only the minimum amount of land for national capital plan requirements be acquired.



- (c) The Greenbelt be established after full consideration has been given to the potential growth of the city of Ottawa inside the Greenbelt.
- (d) Firmly believing that the most effective way to prevent fringe development is for the federal government to take positive action, we recommend that some financial assistance be given to the city of Ottawa for the extension of municipal services.
- (e) Some relief should be brought to the members of this association who are presently prevented from completing their construction programs by withdrawal of N.H.A. financing.

There are two more points which I would like to make before closing.

(1) One of the recommendations in the brief I have just read is that some financial assistance should be given by the federal government towards the extension of municipal services in the city of Ottawa, particularly when storm and sanitary sewers and water mains must cross through F.D.C. lands to reach new subdivisions. Recent large residential subdivisions have found their development costs greatly increased by F.D.C. refusal to share in the cost of laying sewer and water lines through F.D.C. property usually designated as future parkways. The city has absorbed its share only, and the subdivider has had to pay the full home owner's share which is much greater than the city's share; this additional expense must be included in the selling price of the houses within the subdivision.

The home owner's share represents 75 per cent of the cost of ordinary installation of sewer and water mains on the main streets. If you go into trunk sewers or larger water mains to service a greater area, possibly the cost then is approximately 50 per cent to the home owner and 50 per cent to the city.

The city is now suggesting that it may find it necessary in future to charge against these new subdivisions additional expenses toward schools, hydro, transportation and other amenities as well as the present excess costs on sewer and water. The city says that unless this is done or unless the federal government provides more assistance it will have to curb the development of new subdivisions. Yet, at the same time, it forecasts a population of 275,000 in Ottawa proper by 1965. If all these expenses are to be met by residents of the new subdivisions—we mean the property owners share the cost of services and also the additional cost of schools, hydro and transportation—it would seem logical to suggest that they should then not have to pay full municipal taxes. We are very concerned over this matter and consider it of the utmost importance that some financial assistance in this connection be provided by the federal government. We have no intention of shifting the city's responsibilities unto the federal government as there is no doubt that the city must look after its own responsibilities. We firmly believe that closer co-operation between the two and a more equitable distribution of costs is absolutely essential to the future development of Ottawa.

(2) The other matter which I wish to place on record is our sincere appreciation for the very existence of the federal government in Ottawa. If Canada's capital had been located in some other city there is no doubt that Ottawa would not have reached the size and prestige which it enjoys today. Though it may create some problems, the federal government is, nevertheless, by its large scale secure employment, the main source of demand for new houses. The fact that the vast majority of purchasers of new homes are employees of the federal government has given this capital city a very desirable reputation as a community

of stable, secure citizens who make the best type of long-term mortgage borrowers. For this reason the life insurance companies and other large national organizations who provide the mortgage funds for housing are very kindly inclined to this city in their mortgage investments. We recognize this and appreciate it.

The whole of which is respectfully submitted for consideration.

The Presiding CHAIRMAN: Thank you, Mr. Campeau. Are there any questions which members of the committee wish to ask of Mr. Campeau or Mr. Dale?

*By Senator Reid:*

Q. You seem to contradict yourself in this statement. You speak of an over-all master plan and then you suggest such a plan should be put into effect later on. For instance, on page 3: "The association feels that unless the Federal District Commission limits its land purchases to the requirements of the national capital plan and in accordance with an over-all official plan . . ." then later you suggest that a plan be put out as if there was no plan in existence?—A. There is no official plan, at least available to the subdividers and builders, that can show to a sub-divider or a builder exactly what he is supposed to do when he first makes application for a sub-division. There is no official plan to which we can have access to show us exactly what we should do first of all before making application.

Q. On page 3 of your brief speaking about parkways through which there are pipes and sewers with no contribution made by the F.D.C. for them, in the laying out through these parkways is provision made for the F.D.C. to use the water and sewers which are there?—A. The F.D.C. has access to those water mains or sewer mains or services many of which cross their land. It is not only concerned with the width of the parkway, whether it be 200 feet, 300 feet or 400 feet; expropriation has been made as much as half a mile in length, and whenever you extend the services beyond these parkways you sometimes are involved with half a mile and over.

Q. My question has to do with the use of these pipes for watering grass or watering trees.—A. They probably would make use of them to water the grass but not to a great extent. The fact is that by having a parkway between these sub-divisions, how can you cross over without somebody paying the cost of your going through, and you cannot extend your services unless you cross over these lands.

*By Senator Lambert:*

Q. May I ask the witness to tell us a little more about the Home Builders Association. I assume that they represent the home builders, or the building contractors; how many members have you, and what is the compass, or how representative is this association?—A. The Home Builders Association is first of all affiliated with the National Home Builders Association of which there are a great number. Perhaps Mr. Dale could explain it a little better.

Mr. K. R. DALE: I am not sure of the exact membership of the National Home Builders. We are part of a local and we represent somewhere in the neighbourhood of 40 local builders under the Home Builders of greater Ottawa, but we are directly affiliated with the national house body which has a representative in every major city in the dominion of Canada.

Senator LAMBERT: Are there any other affiliated members than just the builders?

Mr. DALE: Yes, we do have them. All sub-trades are affiliated with that body, the National Home Builders Association, the suppliers, and also all sub-trades in the building field.

Senator LAMBERT: Thank you.

The Presiding CHAIRMAN: Are there any other questions?

*By Mr. Harkness:*

Q. In your second paragraph on page 2 you say:

Due to the fact that the Federal District Commission do not have an official plan for the national capital, we are sometimes asked to make as many as four, five or six changes during the course of negotiations.

Is that on land which is within the city limits or on land in the Greenbelt, or in both?—A. It is in both, I think, except that naturally there are more sub-divisions going on within the city of Ottawa than outside, but it is on both, because when a sub-divider presents his plan he might present it in such a way it did not conform with the plan which the F.D.C. had in mind; and between the F.D.C. and the Ottawa Planning Board and the other public bodies we are asked to make many changes after we have submitted the plan.

*By Senator Connolly:*

Q. You mean after it has been registered too?—A. Recently on Woodruffe Avenue there were two sub-division plans which had been registered for some six months, and because of the Queensway it required some changes and more land acquisition by the F.D.C. and the city, therefore we were required to change the sub-division even although it had been registered, and on part of one sub-division plan construction had already started.

Q. Surely the registered plan was your certificate legally to go ahead with your development and in accordance with that plan, was it not?—A. What was that again, please?

Q. Under the law of Ontario surely you were entitled to proceed, once your plan had been registered?—A. Yes, except that one of the conditions of registration is that we must obtain building permits from the municipality with which we deal and therefore if the municipality refuses to give us a permit because more changes are contemplated, there is nothing we can do.

Q. On presentation of your registered plan you can require the municipality to issue a building permit to you.—A. I suppose we could under a mandamus, but there are so many factors, so many ways in which the municipality can stop the sub-divider that most of the time the sub-divider would rather try to cooperate so that in the end his services, which are so necessary an item in the sub-division, would not be delayed.

Q. I think the members of the committee would be concerned if they felt that if you took the trouble to comply with the law of Ontario and particularly with the Planning Act and you go before the Planning Area Board and get your plan approved, when all the authorities are represented on that board, the F.D.C., the municipality, and others; and then if changes were made after that, surely you are entitled to receive compensation from any authority which decides to alter the plan that was established as a result of the registration of that plan.—A. There has never been any compensation offered by either public bodies—I am speaking now as an individual; I am president of the Campeau Construction Company, which is especially involved; we had a plan and they altered about five or six of our lots on crossing a certain street abutting to Woodruffe avenue and we were delayed from about five or six weeks to two months trying to find out exactly what was going on. We would phone one public body and then phone another one and nobody seemed to be in a position to know exactly what they intended to do.



D. Did somebody turn down your application for a building permit for this?—A. Yes.

Q. Who?—A. The city of Ottawa.

Q. On what ground?—A. On the ground that they were not yet ready to issue building permits.

*By Mr. Harkness:*

Q. Do you deal directly with the F.D.C., or do you deal really with the Ottawa Area Planning Board?—A. We deal through the Ottawa Area Planning Board.

Q. You do not directly deal through the Commission?—A. Actually we do not know who we are dealing with; that is about the size of it.

Mr. DALE: May I offer a comment: there were two sub-divisions outside of the city which had been registered. They received their plans, and they applied to Central Mortgage and Housing Corporation for a loan when they were informed that no loans would be granted upon other than registered plans until a central water supply system had been put in. So these chaps had to re-sub-divide their land and re-submit it to various bodies to get another approved plan with respect to this particular sub-division. The deal at the present time is just at the final stage, we hope, and it is about a year after both plans had been registered.

Senator CONNOLLY (*Ottawa West*): Do you mean to tell me that the machinery which you have under the Ontario statute whereby you can appeal from the Ottawa Area Planning Board, I presume, to the Ontario Municipal Board—that disregarding that machinery these plans which had been approved, with no appeal taken against them—still you were not able to go ahead with your development?

Mr. DALE: That is perfectly correct, because the Central Mortgage and Housing Corporation withdrew all sub-divisions, if I am correct.

Senator CONNOLLY (*Ottawa West*): That is another matter; that is a withdrawal of the funds.

Mr. DALE: Actually then we were in the area to try to get consideration for a divisional loan in the neighbourhood of 20 per cent, for a low cost housing development, where the rest of the area had been sub-divided with permits issued and loans assured, and we could not compete with them. Therefore we had to leave the land until we put in a water supply system and could get the national housing back.

Senator CONNOLLY (*Ottawa West*): In other words the Ottawa Area Planning Board machinery and the appeal that is provided under Ontario law from a decision of that board, you say in fact is not working?

Mr. DALE: Probably I am wrong. We could have been issued permits to build on this land, but without any help from national housing.

The WITNESS: It was more of a financial matter.

Mr. DALE: Yes. It was more of a financial matter.

*By Senator Reid:*

Q. On page 4 would you mind elaborating with respect to the second paragraph where you are speaking of building in the outskirts of the city in what is known as the Greenbelt, and you say that the association would like to point out that this situation is due to the fact that the extension of services in this city is not keeping pace with the demand for housing. I take it that you are saying that there would be a demand for housing, and the city would be built in were services provided, and that is why they are going outside. Is that a fact?—A. It is definitely a fact. We believe there is

quite enough and sufficient land in the city right now which could be built upon if services could be extended, and the reason that some of the members of the organization have been forced to go beyond the city limits is because land was not being serviced fast enough in the city, and the Ottawa Area Planning Board refuses to approve a plan within the city of Ottawa if it has not got all the municipal services available to it.

Q. Right there, are there not services provided outside the city? You say the city is not keeping up by providing services for many of the lands. Why are they leaving and going outside?—A. Because outside the city limits the township permits registration of plans of 15,000 square feet of land which enables them to build septic tanks and wells. Recently in Nepean township they started to withdraw this approval on the grounds that it would be better to have a central water system for some of the sub-divisions than to have septic tanks and so on.

When we say "the city of Ottawa" we want to recognize that the city of Ottawa has laid many miles of sewer and water mains in the past number of years, but it has not laid enough. The city should try to finish or evolve a pattern with the F.D.C. in as much as where expropriations are taking place it sometimes requires, as I have explained, long and lengthy services which the sub-divider must either pay for and pass on to the people living there, or which the city must absorb with respect to cost, because the F.D.C. does not pay the cost of local improvement charges.

*By Senator Lambert:*

Q. Would you please clarify your second paragraph on page 2 where you say:

Due to the fact that the Federal District Commission do not have an official plan for the national capital, we are sometimes asked to make as many as four, five or six changes during the course of negotiations.

In view of what you have just been saying a few minutes ago about the delay in the Ottawa Area Planning Board and not knowing really whom you are dealing with, I think that this statement might be taken with a certain grain of salt; in other words, in view of what you have just said I suggest you should say that in view of the fact that the municipality of the city of Ottawa does not have an official plan.—A. Not necessarily.

Q. Just a moment; I am assuming now that the city of Ottawa has no official zoning plan at all.—A. The city of Ottawa has an official zoning plan for certain locations; there would be a zoning of the city at large at the present time, but neither the city of Ottawa—and I am speaking from the Association—neither the city of Ottawa nor the F.D.C. have a plan; that is, maybe they have one, but we have no access to it; we cannot see this plan if they have an overall plan which shows what they intend to do in their overall—call it what you like—sub-dividing of the city for a national capital. I have never seen a plan in my negotiations with the city whereby the F.D.C. could outline to us and say this is going to be like this, or that is going to be like that, or we agree to having a highway here, or an overpass there and so on.

Q. The National City Planning Commission was really set up to cooperate with Mr. Greber in the making of his plan. Would you call the Greber plan an official plan?—A. I would not call it an official plan, because it is too flexible. For instance, the Greber plan showed a certain overpass on Woodroffe avenue, as I outlined a little while ago, and it did not make the exact provision of the amount of land that would be needed for these cloverleaves, with the result that there was not—in this stage there was not enough land

provided, and in other places there is too much land provided. But, at this time there was not enough land provided for this cloverleaf which resulted in the changing of these two registered subdivision plans.

Now, the Campeau Construction was only involved with five or six lots, but the people across the road on Woodroffe avenue, the Jone Brothers, were involved with as many as 20 or 25 lots, and today these negotiations are still not completed.

We were forced to sign an agreement with the city of Ottawa stating that we would not apply for building permits in respect of those lots until such time as the Federal District Commission and the city of Ottawa made up their minds as to what they are going to do.

Q. The Ottawa Area Planning Board would be the body you would be dealing with in connection with this problem in respect of cloverleaves that you speak about?—A. More or less, and the technical advisory committee.

Q. You said you did not know who it was.—A. That is right; the technical advisory committee.

Q. You assume this is the city of Ottawa at any rate?—A. Yes. We always deal directly with the city of Ottawa in the registration. But we must conform, and that is why a representative of the Federal District Commission is on the Ottawa Area Planning Board. We must conform with this national capital plan.

Q. I can see that there are certain details, in other words, which would confront you or anyone else in undertaking a subdivision, or construction of any kind around that area. Now then, in connection with those details, you would deal with city hall?—A. We deal with city hall.

Q. In so far as this effects the municipal area?—A. Yes.

Q. Therefore we assume here that the Ottawa Area Planning Board is the body with which you have immediate contact, through someone?—A. The Ottawa Area Planning Board would be the co-ordinators of these different public bodies which we would deal with, yes.

Q. Therefore it is not quite fair to say that this is due to the lack of an official plan by the Federal District Commission?—A. Senator, the excuse that we are told all the time is that there is no official plan, and that these changes are requested and that they do not know exactly what to expect either. I am being quite frank about this.

Q. You must admit that it would be impossible under the present jurisdictional set-up in this area for the Federal District Commission to have an official plan for the city of Ottawa; it would be impossible to have that today? We have just had a full demonstration of over six years of evidence from the municipality of the city of Ottawa to prove that fact.—A. We do not want to dispute the wisdom of the city of Ottawa.

Q. It is not the wisdom, it is just a fact, that is all.—A. The wisdom of the city of Ottawa or its witness presenting their brief; but the fact still remains that what we would like to have is to have it much simpler, whenever we go to register a subdivision. After all, the association builds between 3,000 and 3,500 homes in the city of Ottawa. They are greatly responsible for the expansion of the city of Ottawa, along with the fact they are concerned very much and should be concerned with what goes on. They should also have access to these things to facilitate—to facilitate the enterprise, because we are all trying to work together on this. It would seem to us on many occasions instead of being helped by the so-called experts we are hindered.

Q. I agree with that completely, that simplification is a very desired factor in this thing.



*By Mr. Gour:*

Q. Mr. Campeau, at the bottom of page 2 of your brief you said:

"It sometimes takes as long as two or three years to complete the registration of a subdivision plan. There is no intention on our part to point the finger individually at any of these public bodies but we feel that the complex problems involved between the public bodies create the situation."

As I know quite a bit about it, and I know of the trouble of the builder; I know that they have to wait that length of time before they have some accepted plan, but you stand on that, that it would take two years to get a subdivision?—A. If you go to the last paragraph, Mr. Gour, where I also said:

The association feels very strongly that if an official over-all master plan was proclaimed, outlining exactly what the Federal District Commission intends to do, there would still be many problems left before a plan can be registered in this city,—but several would be eliminated.

I should have outlined there, before the plan could be registered in the city. We do not proclaim that by the mere fact of the Federal District Commission putting on an over-all master plan that that would eliminate all the problems in this city. But, instead of taking four years to register a subdivision plan it will only take two.

Q. But you have to apply for this subdivision to the city of Ottawa?—A. Definitely.

Q. You deal with them?—A. The city of Ottawa, or, if it is outside the city, we have to deal with whichever municipality is concerned.

Q. Yes, I know if you try to put this outside you have to deal with the body concerned outside. You do not have to deal in that case with the city of Ottawa. But those plans that you have to deal with, it takes two years, or up to three years when you are dealing with the city of Ottawa?—A. Yes. The applications are submitted to the city of Ottawa and it takes sometimes as long as three years before registration can be done.

Q. As the senator just a minute ago explained it, the point of view and your position in regard to the report we have received—I am of the opinion that something has to be done if we want some buildings to be built in Ottawa. The contractor is called to pay all the expenses as it has been said in this brief which was presented. How do you know those people have to charge all those charges to the people who want to buy those houses? You pointed out in talking about the Federal District Commission that they are not paying their share on the parkways where the land belongs to them. Those parks are for the beautification of Ottawa. The Federal District Commission does not receive any revenue from all those things and I do not think they should pay for them. I think it should be the city of Ottawa that pays for their share, because all those parks and the expenses concerned are paid by the Federal District Commission, and it is only for the beautification of Ottawa.—A. Except, Mr. Gour, you have to concede that in the city of Ottawa the extension of parks and parkways are much more extended than in an ordinary city. The federal government, as we have stated in our brief, and we do recognize that they are spending a lot of money on the beautification of the city, but they are not only doing that for the city of Ottawa proper, or for their employees; and they may, because they do have around 50,000 to 60,000 employees to whom they have certain responsibilities. Inasmuch as if they construct a lot of buildings and parkways or other capital use which in itself raises the municipal taxes it affects their employees. We recognize

that the government is spending a lot of money but for that reason we say: because you are doing it in such an extensive way for the country as a whole, for the national capital city, the Federal District Commission should contribute to the city in order to enable the city to keep pace with the pattern.

Q. Do you know that all these parks are paid for by the Federal District Commission and that all the monies spent are paid by them?

*By Mr. Richard (Ottawa West):*

As against that—the little amount of money those taxes might bring—you must admit that property adjoining future, or existing buildings, becomes much more valuable and much more satisfactory for the building of more expensive homes by builders or future owners.—A. Except this, that most of the time the subdivisions are built and completed before the parkway is started. Therefore it does not in all fairness increase the value of the land abutting it, because it is simply, at the time of construction, located in an open field.

Q. Yes, but I also realize that builders and subdividers are much more foresighted than you might have said just now. They have in the past, in view of the plans which have been known for many years, sought such land in what will be in future years occupied by parkways or parks of the F.D.C. and I congratulate you because you have only done what I would do. If I were not a lawyer I would have been in the building business. That is why I want you to be absolutely frank in this matter—because we also know the other side of the case. Everybody here in this committee has a fair amount of intelligence and I am sure you are not trying to say that construction is being hurt by the plan of the F.D.C. in the area around the city.—A. First of all, in our brief we said we recognized the fact that the Federal District Commission through its employees was creating the big demand for housing in the city of Ottawa.

Q. But it is not the case that 50 per cent of the people employed in the city of Ottawa are civil servants; there were only about 30 per cent in 1950 or 1955. The mayor of Ottawa made that clear the other day and we have to bring out that point, that the government of Canada is the main employer but not the only employer, and more than 50 per cent of the people in the city are not civil servants.—A. We are not so much concerned with what the mayor said, because we want to present our own brief. Whatever she said has nothing to do with us whatsoever. We recognize the fact that the federal government is the main source of money as far as new houses are concerned. We recognize that and, getting back to these parkways, I am quite in agreement with you that where there is a parkway or a park existing the value of the land bought on this park will no doubt increase tremendously; but if the project is just on a plan 10 or 15 years away, which in most cases it is, it is a different matter. The greater part of these parkways have not yet been started, therefore you are building in open fields, and building 500 or 600 homes, and even if you tell the people: along side here is going to be a park, in this field, it does not mean anything to them because all they see at that time is a greenbelt—a piece of green land with nothing on it. So, it does not increase the value of the land immediately. It will in the future, definitely; but from the subdivider's point of view or from the point of view of people moving into new houses it does not mean a thing.

*By Mr. Gour:*

Q. I did not finish my point. Have you any idea how much it costs to the contractor for what you are called upon to do and the delay which arises because it takes a year or even three years before you get a plan? Did you



make a check of the trouble and the cost of that to all you contractors—a cost which you have to add to the price of the buildings which you sell to the people after you have paid all those expenses?—A. I must say this: the Department of Planning and Development in Toronto gives very good service on these plans. They pass them within three or four weeks. They deal with it and pass as far as they are concerned, and it should not take any longer than four or five months to register a plan; and if you could do it in four or five months, with your surveying costs and the interest on the money you have to pay after you have bought the land, you possibly could do it for roughly \$40 or \$50 a lot—\$40 a lot. But in cases where you have to wait three years you could multiply that four or five times.

Mr. DALE: I would like to add to that that most of the builder subdividers are only subdividing to keep the cost of the land down so that they can build moderately priced homes. We are speaking now as national house builders. Each one of the members involved in subdividing is building on his own subdivisions.

*By Mr. Hansell:*

Q. Mr. Chairman, I do not like to go back and thrash old straw but it does seem to me that the problem of acquiring a plan that is in any way official appears to be the real difficulty. Might I ask the witness what he would recommend under the conditions with which we have to deal, that is, that the city of Ottawa is involved, two or three other townships are involved, two provincial governments are involved, the Federal District Commission is involved and the federal government is involved? What procedure do you recommend should be taken in order to make the capital plan an official one?—A. Mr. Chairman and Mr. Hansell, when you say that these people are involved, there is surely an awful lot of involvement in this city of Ottawa as far as the registration of new subdivisions is concerned. I am sure the experts of the federal district and the city of Ottawa are probably better qualified than we are to establish an over-all plan such as would be desirable from our point of view. I might add, however, that I guess we recognize that it is pretty difficult to have a plan that would not be flexible to any extent. But on the other hand the Federal District Commission has now been talking about this plan for many years; Mr. Greber drew up a plan and they have worked on it for a long time. Surely they must have reached a position in which, between the Federal District Commission who are the people more involved, with the cooperation of the municipalities—if they can get the cooperation of the municipalities—to proclaim an official plan, they must know by now what they intend to do and where they intend to locate these parkways.

Q. Even though intentions are good and even though there are plans which exist, the point I am getting at is how now can this plan be finalized and made official? That is the problem I think the committee will have to face.—A. Can they not put a plan out? They have put out little maps showing in green the expropriations of the Federal District Commission. Even if it were not a registered plan—and I do not believe you could register the plan because it would be practically impossible to do that,—could they not put out a plan showing all the different measurements and the amount of land they have acquired—showing the measurements of their future parkways—because at the present time I have never seen a plan showing these things. All I have seen are the little maps showing in green with no measurements whatsoever, the approximate location of these parkways.



*By Senator Lambert:*

Q. Is not your problem really, now, not so much the question of a broad-gauge plan as the regulations applying to that plan after it is made? In other words, you may have a plan indicating the area of the city of Ottawa and an area defined as the so-called Greenbelt or rural suburban area which might be agreed upon by all concerned, municipality and the provincial authorities. Then you come along with your enterprise to try to build some houses in a certain area of land where you can get a permit to build.—A. That is right.

Q. Then you have to have some place to go to where you can get regulations within the plan.—A. Which we have not got right now.

Q. I do not care whether you have the general plan or not, as long as you are given enough detail with regard to your operations. It seems to me that what you want is some place where you can go in your ordinary course of business, some office which is known, where you can get those details and the answers to your questions.—A. Exactly.

Q. That is a local thing, by the way; it is not a federal thing. It should be part of the local machinery that fits into the general plan.

Mr. DALE: I think in Mr. Campeau's particular case it is; but we find in the townships of Nepean and Gloucester, or the suburban areas, that some of our members are deeply concerned with the fact that plans can actually be changed from the form in which they are first presented to the municipality. A plan can be changed by the Ontario Planning Board; it can be changed by the Ottawa Planning Area Board or by the various subcommittees that they have, so we do not know until the final day of registration whether that plan has been accepted as a plan. That is the point. So if there were one place where we could find out in detail, in submitting a plan, that certain regulations would apply that would certainly make subdividing much easier for the builder.

*By Senator Lambert:*

Q. That is a simple matter of coordination and cooperation— —A. Exactly, which we have not got.

Q. When you have a war on, or some other emergency, you know exactly where you have to go and what you have to do. If we were to apply some of that efficiency to an ordinary civil operation such as building in a planned area, that sort of difficulty would not arise. You are going to have planning; you are bound to have planning here.—A. At the present time we first submit the plan to the Ontario Department of Planning. Down there they have no more knowledge of what the Federal District Commission or the rest of the city intend to do than the municipality itself. The plans are automatically approved and sent to the Ottawa Planning Area Board.

Q. Do you have any consultation with the local people at all? Do you go there?—A. No. They pass on these approved plans. There must be different zoning problems in the Greenbelt; it might be where a parkway is being sited, it might be where more land is required for additional cloverleaves, but they pass on it and it is submitted to be thrashed out in the Ottawa Planning Area Board. We have no access to, the Ottawa Planning Area Board; we are not permitted to attend those meetings. Our business is discussed there between the public bodies but we are not permitted to attend, so we are just working in the dark. As I have stated in the brief we submit these things in the hope that whatever may come out of it the position will be improved.

*By Senator Connolly (Ottawa West):*

Q. Where do you get your first hearing?—A. We never get a hearing all the way through.

Mr. DALE: That is right.

Senator CONNOLLY (*Ottawa West*): You would if it went to the Municipal Board?

Mr. DALE: I am sorry; at the Municipal Board we definitely get a hearing with the townships prior—when we first present it—the outlying areas—we sit in on the meeting of our own township. From there on the plan goes through in solid secret. If there is a question raised, some particular thing on the plan, it is delayed to a future meeting and then the Ottawa Planning Area Board meets once a month; then we have to wait anywhere from one month on to get the plan back, so that we can make the necessary revisions; and then we submit it again and it is liable to be anywhere from two to three months before it is on the agenda again, so that the delay is all the way along the line.

*By Mr. Harkness:*

Q. At the bottom of page 6 you have this:

Some relief should be brought to the members of this association who are presently prevented from completing their construction programs by withdrawal of N.H.A. financing.

Would you outline what the situation is in that regard and say, particularly, what you mean by "some relief should be brought" and what the form of the relief should be.—A. N.H.A. financing was completely withdrawn a couple of months ago when the department in Toronto—the Ontario Municipal Board—were approving plans in the Greenbelt after they had been turned down by the Ottawa Planning Area Board. Some of those plans were registered. Subdividers were forced to go over there because no land was ready for them in the city of Ottawa—there was lots of land available, but no land is fully serviced in the city of Ottawa and the city refused to let subdivision plans go ahead before the services. They got their plans approved and started construction.

Q. When you say they were forced to go there you mean: if they wanted to build houses?—A. Yes, if they wanted to keep on in this business and, also, to continue building a commodity which is certainly needed in this country—N.H.A. financing certainly proves that, and the demand for houses is increasing every year. They were forced to go there to build these homes, and a couple of months ago N.H.A. money was completely withdrawn.

The Presiding CHAIRMAN: Along the line of that question by Mr. Harkness, we have Mr. L. J. Armstrong here of Armstrong Construction and Equipment Limited who is a member of this association and who has as counsel here this morning Mr. Wright. I think it would be in order if we were to hear Mr. Wright on this question.

Mr. Maurice W. WRIGHT, LL.B. (*Counsel for Armstrong Construction Equipment Limited*): Mr. Chairman and members of the committee I am here to bespeak the position of the Armstrong Construction Equipment Company and of Mr. Armstrong, the president of the company, who is with me. He finds himself in a deplorable position, to say the least, and I think that is an understatement. From time to time laws are passed which unfortunately have the effect of inflicting hardship on individuals, and when that happens very often we are apt to do little about it because inevitably laws must operate for the benefit of the greatest number. Sometimes, though, an individual gets hurt in the process.

However, I respectfully submit in the case of Mr. Armstrong that this is a matter in which the hardship is so severe that it amounts to downright unfairness. I would like to put to you as briefly as I can—it should not take more

than a few minutes—I would like to present for your most serious and careful consideration what I consider to be a terrible emergency, which has arisen as a recent result of a change in government policy. I wrote a letter to the Honourable Mr. Robert Winters, Minister of the Department of Public Works, and I notice that the secretary of the committee is distributing copies now; I could probably get my point across simply by reading, now, the letter which I wrote.

The Honourable Mr. Robert Winters,  
Minister of Public Works,  
Ottawa, Ontario.  
Sir:

Re: Armstrong Construction and Equipment Limited

A situation has arisen in the last few days which threatens to introduce chaos and hardship to a number of persons—home-owners, suppliers of materials and labourers, as well as to our client. This submission is being addressed to you in your capacity of Minister of Public Works and as the responsible minister of the crown respecting this matter.

In the fall of 1954—that goes back almost two years—our client conceived of the idea of developing a housing project encompassing the construction of five hundred single dwelling houses on parts of lots 26 and 27, concession 1, Rideau Front.

If any member is interested I have photographs of the type of house concerned.

They are, to my way of thinking, low cost homes in the best sense of the word; they range from \$9,800 up to \$11,800.

Senator REID: Where are they located?

Mr. WRIGHT: I could actually pinpoint them. The land in question is located right there and consists of approximately, over-all, 175 acres.

Senator REID: Is that in the Greenbelt?

Mr. WRIGHT: It is very much so in the Greenbelt, and is actually located in the township of Nepean.

Before undertaking any steps to acquire the property, Mr. L. J. Armstrong personally attended upon Mr. R. Mersey, local manager of Central Mortgage and Housing Corporation at Ottawa in order to determine whether Central Mortgage and Housing Corporation would approve of lending money on a housing project in this area.

He wanted to proceed under the National Housing Act.

Mr. Mersey advised Mr. Armstrong that Central Mortgage and Housing Corporation would approve of mortgage loans provided that a plan of subdivision were obtained and registered in respect of these lands and provided the building lots were 15,000 square feet in area. Surveyors' plans were obtained and submitted. In the process of obtaining approval of the plan of subdivision, the proposed plan was screened thoroughly by a number of public authorities including the School Board and the township of Nepean, the Department of Planning and Development of the Province of Ontario, the council of the township of Nepean, and the Ottawa Planning Area Board. As you know, in the normal course of obtaining the approval of a proposed plan of subdivision, the Ottawa Planning Area Board referred the matter to the technical committee of the Federal District Commission which had representatives of the Federal District Commission, township of Nepean, township of Gloucester, and of the Ottawa Planning Area Board. After a lapse of almost a year, and the expenditure of a considerable sum of money,



and the making of a number of adjustments in order to meet the requirements of all public bodies concerned, a plan of subdivision was entered and registered in the Registry Office for the registry division of the city of Ottawa on the 24th day of November 1955 as No. 340,423.

My client thought that he had finally seen daylight.

The proposed plan of subdivision was forwarded, in due course to the regional office in Toronto of Central Mortgage and Housing Corporation.

Upon the registration of the approval plan of subdivision, Mr. Armstrong was advised by Central Mortgage and Housing Corporation that they had approved of mortgage loans respecting this subdivision which comprised 147 lots, each of which lots has an area of 15,000 square feet. We might mention in passing that the plan of subdivision respecting 147 dwelling houses was the first of three stages of development. The second stage involved the construction of approximately 240 houses, and the balance of about 120 dwelling houses was to form the third stage of the overall process.

This is an integrated housing project, composed of steps 1, 2 and 3, and one inevitably depends upon the other.

At any rate, when the plan of subdivision was approved and registered, Central Mortgage and Housing Corporation approved of mortgage loans respecting the 147 houses contained in plan 340,423. In pursuance thereof, The London Life Insurance Company allocated the sum of \$1 million to cover the building operations for 1956 and the Bank of Montreal indicated its willingness to lend approximately \$250,000 on the 1956 building operations. Our client started construction in December 1955. Until about two weeks ago—and that would take us to about the 15th of May—forty loans had been approved by Central Mortgage and Housing Corporation. Without any warning, our client was notified that no further mortgages would be approved by Central Mortgage and Housing Corporation.

Senator REID: Was there any reason given?

Mr. WRIGHT: I am coming to that in a moment.

Our client was caught in a squeeze since buildings had been spoken for, agreements signed, deposits made, etc., etc., and finally after a few days of frantic pleading, the Ottawa branch office of Central Mortgage and Housing Corporation approved an additional thirty-four loans.

I used the words "frantic pleading", and I use those words in the best sense of the words because all of us practically got down on our hands and knees.

Accordingly, up to the present time seventy-four buildings have either been completed or are in the process of construction. A number of houses are occupied by new home-owners.

We are advised that no further approvals will be given by Central Mortgage and Housing Corporation respecting mortgage loans in the area in question. We understand that the advice that was given was that no further approvals would be given in respect of any mortgage loans in the "Greenbelt" whether they were in respect of registered or unregistered plans of subdivision. Mr. Armstrong has been personally notified verbally by Mr. Mersey to this effect.

Since then we have received more official notification.

It is conceivable that the implications of this decision are not fully appreciated by whoever is responsible for the issuance of this directive. When approval was received from virtually all public bodies, authorities and agencies interested in this matter, it was clearly understood that our client was not building an oasis of the dwelling houses in the midst of a wilderness. When the first seventy-four houses were sold, Armstrong Construction and Equipment Limited gave assurances to the purchasers that their houses would not be the only ones which would be built in this area but that the houses in question would be the first of a substantial self-contained project.

This was the first question put to them—"we are surely not going to be the only ones who move out into this pasture here", and they were assured that we have the go-ahead to put up 500 houses.

To this end steps were taken to make provision for all of the many requirements of such a project. Rights-of-way were purchased at considerable cost so as to provide access roads. The roads were levelled, filled and graded. Arrangements were made for our client to donate lands to the Public School Board of Nepean and Mr. Armstrong advised the council of the township of Nepean and the school board accordingly. The Separate School Board has bought lands and is about to commence building a school in the area in question. The matter of developing or forestalling the development of this area is not the responsibility of Armstrong Construction and Equipment Limited alone.

It might be his own responsibility if these other public bodies had not either approved or acquiesced in what we were doing.

Our client shared the responsibility with the appropriate public agencies and the least they can do is to assume their responsibilities. Such responsibility amounts to nothing more than living up to assurances and undertakings given by them. Surely the discussions which Mr. Armstrong had over a period of a year with representatives in Ottawa and Toronto of the Department of Planning and Development, the Ottawa Planning Area Board, the Federal District Commission, the township of Nepean and Central Mortgage and Housing Corporation did not take place in a vacuum. All of the discussions, planning and substantial financial outlays were geared towards the development of a housing project in this area. Surely all of this cannot be reversed overnight by the bland assertion that "No further loans will be approved in the Greenbelt". There is a joint responsibility involved in this matter. Mr. Armstrong has lived up to every undertaking which he has given and he has laid out a tremendous amount of money and expended one year of planning and energy to this matter. It is just not that simple that a change of mind can wreck all of these plans. The federal government, operating through Central Mortgage and Housing Corporation and the Federal District Commission owes just as much responsibility to the people who have already moved into the area as Mr. Armstrong or as his company does. Our client never would have proceeded with these plans if it had not been for the approvals which were granted by Central Mortgage and Housing Corporation. To say that the recent directive breaks faith not only with Mr. Armstrong and with his company but with the home-owners who are already there and who are stranded is to indulge in masterful understatement.

Our client simply does not know what is going to happen to the people who have purchased the seventy-four houses. Our client acted

in the utmost of good faith when it told them that this was the beginning of a large building project. Mr. Armstrong had every good reason to believe that this was so because of the large number of public bodies who approved of his plans or who imposed requirements as a condition precedent to approval, whose requirements he met.

Mr. Armstrong might possibly be excused for being considerably concerned as to what this will mean to him and to his company. Aside from the fact that over a year of constant patient negotiation with myriad public agencies has been frustrated, the loss which his company will sustain is, from his point of view, nothing less than staggering. In order to meet the many requirements of the different public bodies his company expended between \$10,000 and \$15,000 in surveyors' fees and in acquiring rights-of-way to provide access roads; about \$20,000 to \$25,000 has been spent for levelling, filling and grading roads; heavy commissions amounting to thousands of dollars have been paid for the sale of houses; commitments have been made with respect to the allocation of supplies involving hundreds of thousands of dollars; supplies have been ordered and a substantial portion of these supplies are actually now on hand

—you see, he is going to pay for them regardless of what Central Mortgage and Housing Corporation thinks of it. Armstrong is stuck with the commitments he has.

Shipment schedules have been arranged with delivery dates specified; labour schedules have been set up. The effect of this recent directive is to nullify all these plans. From the standpoint of public administration only a change in policy may be involved, but the liabilities which Mr. Armstrong and his company have incurred as a result of the assurances which he received must continue. Labour will have to be laid off as soon as the remainder of the seventy-four houses are completed.

This will happen very shortly.

This involves not only our client's own labour but also the labour of all the subcontractors involved. In the discussion of the provision of services to this project, our client was advised by the public bodies concerned that they wanted the company to install a central water system.

Mr. Campeau mentioned that also. "The cost of such a water system is approximately \$150,000." He agreed to do that.

The engineers's plans in connection therewith were completed on May 15, 1956.

Senator REID: What about sewage?

Mr. WRIGHT: On stage No. 1 of the registered plan 147 buildings were to be built on lots having an area of 15,000 square feet. Water was to be supplied by wells and sewage by septic tanks.

Senator REID: Each house having a septic tank?

Mr. WRIGHT: Yes. In so far as stages 2 and 3 were concerned, he was to put up the central water system at a cost of \$150,000 to service lots having an area of 7,500 square feet, and sewage was to be taken care of also by septic tanks.

Senator CAMERON: On lots of 7,500 square feet?

Mr. WRIGHT: Yes, where water is available.

Our client's company will have an outlay of about \$8,000 for the engineer's plans. A firm has been hired to install the central water



system and this firm has spent many thousands of dollars on new and expensive equipment to do so. All of this was well known to the officials of Central Mortgage and Housing Corporation and the Federal District Commission as well as the Ottawa Planning Area Board and the township of Nepean.

We attended upon Dr. Stewart Bates, President of Central Mortgage and Housing Corporation a few weeks ago, but were simply advised that he had been directed to issue this order and that the matter was beyond his control. We were advised that the directive emanated from your department.

That is the department of the Minister of Public Works.

We feel certain that you could not have been aware of all of the implications flowing from such a directive. We have written to you at considerable length because the tremendous sense of urgency involved and because if this directive is continued, a great injustice will result not only to our client but to the home-owners and others involved, as indicated in this letter. We are of the opinion that if a private firm had been responsible for precipitating such a situation, it could be brought to answer in the courts for its misconduct. Surely public business must be administered with as much good faith as exists in private business.

We trust that this matter will receive your earliest possible attention. If you wish to have any further information in connection with this matter, we shall be glad to provide you with any further material which you may require.

For the reasons stated above, we request you to cancel the directive insofar as it affects the lands which our client has purchased and with the development of which our client has proceeded in the manner set out above.

I received a reply from the Minister of Public Works dated June 8, 1956, which I would like to read into the record.

Senator GERSHAW: Does that show how it happens to come before this committee?

Mr. WRIGHT: Yes, it does.

Thank you for your letter of May 31, written on behalf of the Armstrong Construction and Equipment Limited. Central Mortgage and Housing Corporation has been requested to cease approving National Housing Act loans in the Greenbelt surrounding Ottawa pending the receipt by government of recommendations of the joint committee of the House of Commons and the Senate that is now reviewing matters relating to the national capital plan. It is expected that the report of the joint committee will be received shortly, at which time it will be considered by the government.

Senator REID: Did it say "recommendations" coming from this committee?

Mr. WRIGHT: It is expected that the report of the joint committee will be received shortly, at which time it will be considered by the government.

Now, honourable chairman and members of the committee, I appreciate the hearing that you are giving me; but, please forgive me if I am rather direct in what I have to say because surely, as businessmen and as men who have a public responsibility—and it just takes a lot of individuals to make

up the so-called public—my client is in a terrible mess. It is not enough, may I respectfully submit to the committee, to give the matter careful consideration because surely with all the heavy volume of evidence which has come before this committee it is not likely that a recommendation or report will be handed down within the immediate predictable future. What I am asking of you, and what I urge this committee to do, is to make an interim recommendation, and to do so with the utmost of despatch—if I may make so bold as to put it to you this way—to Central Mortgage and Housing Corporation to approve of the mortgage loans that had been previously approved by them and to recommend that all other dominion government agencies should be notified that the original plan is to be proceeded with.

Senator REID: What was the date on which they were approved by Central Mortgage and Housing Corporation?

Mr. WRIGHT: You mean the loans?

Senator REID: Yes.

Mr. WRIGHT: I do not have the exact date. Mr. Mersey I notice is in the room. I think he will confirm there was approval of 147 loans.

Mr. R. L. MERSEY (*Manager, Ottawa Branch, Central Mortgage and Housing Corporation*): That subdivision providing for 147 homes was designated as suitable by N.H.A. lending. I do not recall the exact date.

Mr. WRIGHT: Yes, in other words we agree to the approval they are giving to the project.

Mr. MERSEY: It was designated as being suitable.

Senator REID: I want to hear about the date of the first approval by Central Mortgage and Housing Corporation.

Mr. WRIGHT: It is my understanding that the machinery or the mechanics of it does not work that way; they advise you in general terms that they approve of the area and the project and they go ahead issuing approvals for each individual lots. We did our mortgage financing and we arranged for \$1 million with the London Life and \$¼ million with the Bank of Montreal.

Mr. RICHARD (*Ottawa East*): Please show me again on the map where those 175 acres are located.

Mr. WRIGHT: There are two lines here; one is marked 27, and the other marked 26.

Mr. RICHARD (*Ottawa East*): Please show it on the new Greenbelt.

Mr. WRIGHT: This was in the Greenbelt, whether you consider it the first Greenbelt or the second Greenbelt, it is in the Greenbelt; it is still 27 and 26. May I shade this area? Well, it is in there, those 175 acres.

Mr. RICHARD (*Ottawa East*): It is on the border line of the Greenbelt, that is, in the 1955 Greenbelt?

Mr. WRIGHT: Yes.

Mr. RICHARD (*Ottawa East*): Before that it was pretty well within the Greenbelt.

Mr. WRIGHT: I see your point, yes.

Senator CONNOLLY (*Ottawa West*): In the first page of your letter you discuss the approval which you had. Now this is a plan of sub-division which went through the Ottawa Area Planning Board under the Planning Act and which complied with all the requirements of that act.

Mr. WRIGHT: Quite!

Senator CONNOLLY (*Ottawa West*): So that so far as the law of Ontario is concerned, this is an official plan which is legal and is recognized by that law?

Mr. WRIGHT: Exactly, Senator Connolly; exactly!

The Presiding CHAIRMAN: Gentlemen, this is quite a serious situation, but before this committee can promise Mr. Armstrong that we can do something about it, I think that maybe the members of the committee should consult with the Minister of Public Works under whose department Central Mortgage and Housing Corporation comes.

Mr. LEDUC (*Gatineau*): May I offer a word of explanation. I have read all this brief. This company received authority, or approval from Central Mortgage and Housing Corporation of a section where lots were approved as suitable for building purposes, and they had to get individual loans from Central Mortgage and Housing Corporation.

Mr. WRIGHT: Yes.

Mr. LEDUC (*Gatineau*): And it took a chance in going ahead before having the loans approved.

Mr. WRIGHT: If one may call that taking a chance, I suppose it is a pretty hazardous existence that builders must lead. The fact of the matter is that if it was "chancey", he had registered a plan of sub-division which he registered only after consultation over a period of the better part of two years with Central Mortgage and Housing Corporation, the Ottawa Area Planning Board and all those bodies; they knew what Armstrong had in mind. In fact Armstrong told them what he had in mind. This was not child's play. This was a hard-hearted business proposition. It is just like leading someone up the garden path and then saying "I have changed my mind".

It was approved and with this approval my client took virtually every step that he could possible take and at the same time be able to carry on business in a sensible manner.

Mr. LEDUC (*Gatineau*): I think the very same situation is here. I bought part of a farm and I sub-divided it and got it registered and got it approved by Central Mortgage and Housing Corporation, and I am in the process of selling lots. Another company is doing the building. Every permit, every loan has got to be approved, and so far we have had about 35 loans approved. I took the same responsibility. The situation is exactly the same.

Mr. WRIGHT: I hope the committee is not going to leave us with the idea that you pay your money and you take your chances. It is not that simple. No man in his right mind is going to assume about \$50,000 to \$75,000 of expenditures unless it is known to responsible people all the way around what he intends to do. He does not level roads and grade them because he is just speculating. He has been doing this for years. First of all, before the plan was established all interested parties were thoroughly familiar with what his plans were.

Senator CONNOLLY (*Ottawa West*): As far as the law of Ontario was concerned you complied with it and you got your approval, and you got your orders, and your plans.

Mr. WRIGHT: Yes.

Senator CONNOLLY (*Ottawa West*): And when it came to securing money through the Central Mortgage and Housing Corporation that was a matter of a different order altogether. It seems to me that last summer in the House of Commons there was an announcement made with reference to loans in the Greenbelt by the government. Where do you fit in with respect to that land, with reference to that announcement in your timing?

Mr. WRIGHT: I cannot answer that. I want to be factually correct in my reply. Since I have not got the dates I am not in a position to do that.

Senator CONNOLLY (*Ottawa West*): I would think that that announcement was made some time in June or July.



Mr. WRIGHT: I think that is correct. I think that is right.

Senator CONNOLLY (*Ottawa West*): Where were you then?

Mr. WRIGHT: At that stage of the game we were in the process of having our plan registered. Notwithstanding that announcement all of the interested bodies, which included of necessity Central Mortgage and Housing Corporation and the Federal District Commission, by way of representation, knew about the announcement just as well as we did; but there were no objections raised.

Senator CONNOLLY (*Ottawa West*): The Central Mortgage and Housing Corporation objected to lending you the money after that.

Mr. WRIGHT: No, they did advance money after that.

Senator CONNOLLY (*Ottawa West*): Oh.

Senator REID: Is this a fair picture—

Mr. WRIGHT: You see, our plan was registered in November of 1955 and we started building the first 40 homes in December of 1955 when the approvals were given for the 40 lots in December of 1955.

Senator CONNOLLY (*Ottawa West*): When was the blanket approval given for the first stage of 147 homes, if that is the correct number?

Mr. WRIGHT: In September of 1955.

Senator CONNOLLY (*Ottawa West*): In September of 1955?

Mr. WRIGHT: Yes.

Senator CONNOLLY (*Ottawa West*): That was several months after that announcement?

Mr. WRIGHT: That is right.

Senator CONNOLLY (*Ottawa West*): Do you say in effect that the announcement for practical purposes was not to affect you?

Mr. WRIGHT: We say that the announcement was not sufficiently specific in terms to enable one to know with any degree of certainty exactly what the ultimate policy was going to be. Might I respectfully submit that that is corroborated by the fact that loans were actually approved and moneys advanced by the Central Mortgage and Housing Corporation since that date.

Senator CONNOLLY (*Ottawa West*): Despite the announcement?

Mr. WRIGHT: Yes.

The WITNESS: Mr. Mersey made a statement a while ago as to the Central Mortgage and Housing Corporation approving the subdivision plans as a plan suitable for lending. Does that mean, Mr. Mersey, that the Central Mortgage and Housing Corporation can approve a subdivision plan stating that it is suitable for lending and then after, when we make a formal application for a loan, it can turn it down?

Mr. MERSEY: The subdivision plans when submitted to the Central Mortgage and Housing Corporation are reviewed, and they are checked for street lay-out and lot sizes and items of that nature. If we consider the layout suitable for N.H.A. financing we designate it as such, but we indicate that that is not a commitment for N.H.A. financing.

The WITNESS: You indicate that in the approval as being suitable for lending?

Mr. MERSEY: Yes. We designate the subdivision as suitable for N.H.A. lending, but it is not a commitment for N.H.A. financing. Now subsequent to that we may receive applications from builders of various amounts, and they are dealt with at the time under the policy existing at that time.

This particular subdivision, as I understand it, was not in the 1947 Greenbelt as announced by the government last year. In any event had it been in the area our requirement in so far as the Greenbelt is concerned was that the subdivision would be registered, and this subdivision was registered.

Mr. WRIGHT: As a matter of fact that is very important. I just got the answer to it, Senator Connolly, while Mr. Mersey was speaking, and he confirms that the announcement that was made in the house was that no mortgage loans would be approved on unregistered subdivisions. Subsequently we registered the subdivision, but apparently that has not given us protection.

Senator CONNOLLY (*Ottawa West*): In other words, once you comply with the laws of Ontario with reference to registering subdivisions even in the Greenbelt, then the Central Mortgage and Housing Corporation have the free hand to deal and decide whether they should in fact make a loan?

Mr. WRIGHT: That is right.

Senator CONNOLLY (*Ottawa West*): All right. I would like to hear the rest of Mr. Mersey's answer.

Mr. MANG: Were not some of those loans approved? I mean construction is going on right now?

Mr. WRIGHT: Oh, yes.

Mr. MANG: So that the only thing that is before us now is that you are practically prevented in the completion of this project?

Mr. WRIGHT: We are completely prevented from going ahead.

Mr. MANG: Some of these have been approved?

Mr. WRIGHT: Yes.

Mr. MANG: Because you have constructed them now, and some people are living in these houses?

Mr. WRIGHT: That is right.

Mr. DALE: I would like to add to that in respect to the majority—

Senator CONNOLLY (*Ottawa West*): Just a minute Mr. Chairman. We are having too many witnesses. Mr. Wright is all right, Mr. Mersey and Mr. Campeau; but I think if the other gentlemen would come along afterwards, it might be better, because we are very interested in the Central Mortgage and Housing.

The CHAIRMAN: Mr. Mersey, would you like to add to what you have said there?

Mr. MERSEY: I think I have covered the point of the question on that.

The WITNESS: If I may be permitted, Mr. Chairman, I would just like to clarify this. Mr. Mersey, do you mean that the Central Mortgage and Housing Corporation can approve a subdivision as suitable for lending and then refuse to approve mortgages on it?

Mr. MERSEY: Oh, yes.

Senator CONNOLLY (*Ottawa West*): What is the position with reference to this subdivision? How far did your approvals go?

Mr. MERSEY: We have issued, I think, to date, 77 loan commitments,—or was it 74? I think it was 77 in this area. But, it is now inside the proposed Greenbelt, and as such we are not authorized at the moment to issue any more commitments.

Senator CONNOLLY (*Ottawa West*): As a result of the announcement on policy which was made just a few weeks ago?

Mr. MERSEY: That is right, sir.

Senator CONNOLLY (*Ottawa West*): Now, I do not know very much about this one, but apparently there were three stages. In the first stage there were to be 147 houses, in the second stage 240 houses and in the third stage 120. Now, did you give any approval for the second or third stages of this?

Mr. MERSEY: No. The only one we reviewed is the one containing 147 lots.

Senator CONNOLLY (*Ottawa West*): How far would your review carry you? You have approved 74 of those loans. What about the balance?

Mr. MERSEY: We were not permitted to make any further lending in that area.

Senator CONNOLLY (*Ottawa West*): I realize that; but short of that directive, might you have concluded—

Mr. MERSEY: Quite possibly, sir.

Senator CONNOLLY (*Ottawa West*): May I ask this to get it clear: Is this a simplification of the whole matter, that you have got approval for 147 homes after the plan was submitted to the Central Mortgage and Housing Corporation, and at the present time 40 loans have been approved and the rest stopped?

Mr. MERSEY: Seventy-four.

The CHAIRMAN: Seventy-four?

Senator REID: But, I think about two weeks ago you said 40 loans had been approved?

Mr. WRIGHT: Then we got another 34 after that.

Senator REID: So there are 74 out of the 147?

Mr. WRIGHT: That is right.

Mr. WESELAKE: Mr. Chairman, could I ask Mr. Mersey, is this an isolated case, or have you had other cases?

Mr. MERSEY: I believe, sir, this is the only one subdivision we have had.

Senator CAMERON: Is that a fact? That is the question I was going to ask. Are there any other projects in this particular condition today?

Mr. MERSEY: This, I believe, is the only subdivision which we designated as being suitable for N.H.A. financing, that is now being held up because of the recent Greenbelt restriction.

Mr. HARKNESS: Do you know of any others Mr. Campeau?

The WITNESS: No, I do not know of any other. I think this is the only one.

Mr. HARKNESS: This is the only one and stands by itself. This is an individual case in which hardship has resulted as the result of this directive which was issued, and stands by itself in that respect?

The WITNESS: Exactly, in as much as these people went on, with the approval apparently of Mr. Mersey, as being suitable for 147 loans. Now Mr. Mersey tells us that N.H.A. can issue this approval in respect of it being suitable for lending, but not necessarily make the loans. That is something pretty hard to understand.

Mr. WRIGHT: Mr. Chairman, if I may interject to say—Senator Connolly: I can understand that. The Central Mortgage and Housing Corporation might be dissatisfied with the borrowing capacity of the borrower, with his ability to perform,—with a number of things. They might say that the area is suitable but perhaps the builder—now, I don't say it applies in this case—but I can see that the Central Mortgage and Housing Corporation have to protect themselves in that respect.



Mr. RICHARD (*Ottawa East*): They might not like the way the construction is going on. Nobody has to lend the money.

Mr. WRIGHT: May I interject to say this, I think Senator Connolly raised—was it Mr. Leduc at the back who raised the question that while each loan has to be approved individually, you more or less take your chances. But, the reason a builder does not apply for all the loans at the same time is because the Central Mortgage and Housing Corporation, when they give their approval to each individual, might set an expiration date, or time limit for the construction. Since the builder, while he goes about it progressively, he can't meet the time limit, so he knows he has overall approval as to policy and as to the mechanics of it. He just goes about it progressively.

Mr. RICHARD (*Ottawa East*): Perhaps you might tell me this: In the Greenbelt area, or contiguous to that area, there must have been other developments passed, or were there?

Mr. WRIGHT: There are other developments, but not under the National Housing Act.

The Presiding CHAIRMAN: At this point, members of the committee, may be we should hear Major General Kennedy, and hear what he has to say regarding this particular project.

*By Mr. Gour (Russell):*

Q. Just a minute, I have one question if we are finished with that. I have one question of the witness, Mr. Campeau.

How many buildings have you built within the city of Ottawa limits during the last three or four years?—A. What was that?

Q. How many houses have you built, how many buildings?—A. How many houses were there built in Ottawa proper?

Q. In Ottawa proper during the last five years?—A. I would say about 9,000 units, Mr. Gour.

Q. Now, Mr. Campeau, how long did it take to get the permit to build on your plan in respect to Elmvale Acres?—A. How long did it take before we could start?

Q. How long did it take to get a permit and to start? I have got it here if you don't remember, I can check it here, and if it is right you let me know. I think you got that land in 1952.—A. Right.

Q. And you applied to the city right away, and then you had your plan registered in 1955.—A. In the middle of 1955, yes, or in the latter part of 1955.

Q. How many buildings have you built up to now on that plan?—A. Up to now?

Q. Yes.—A. Approximately 500.

Q. It just goes to show the members of this committee that that is why Armstrong and these people are the first to go outside of the Greenbelt and outside of the city. It takes three years, or close to three years anyway, or more than two years for a contractor to have a permit to build in the limits of the city. That is why all this trouble has happened.—A. A good three years.

Q. It takes a good three years before a contractor can get a permit from the city of Ottawa to build. That is what I wanted to show this committee. That is why they are all obliged to go outside of the city limits to build some houses. That is what I wanted the committee to know about.

Mr. BLAIR: Mr. Chairman, may I ask Mr. Armstrong if he has got commitments for those houses that are blocked off in that area? Are there people wanting to get in.

Mr. L. J. ARMSTRONG: Yes, we have almost 74 sales, and commitments beyond that 74.

Mr. BLAIR: Those people will be without houses if this blocking goes on?

Mr. ARMSTRONG: We have turned back deposits and we have other deposits which we are retaining pending the outcome or answer to the situation.

The Presiding CHAIRMAN: Shall we hear General Kennedy on this question at this point?

Agreed.

Major-General KENNEDY: Mr. Chairman and gentlemen I do not wish to be unsympathetic to the developers because I know they are doing good work. On the other hand I want to place the situation as regards the Federal District Commission on record.

One of the first things I would like to do in that way is to correct an error which appears near the bottom of the first page of the letter which has been read to the committee—the Greenberg and Wright letter to Mr. Winters. They say, in the fourth line from the bottom of the first page that they “referred the matter to the technical committee of the Federal District Commission.” That was not the technical committee of the Federal District Commission—it was the technical committee of the Ottawa Planning Area Board, our old friends, who seem to get things mixed. It was not the Federal District Commission, and I want to make that clear because our name always seems to be dragged in when these difficulties arise; we are “the flogging boys” who get blamed. So I want to make that correction.

The next thing I want to refer to is the point brought out by Senator Connolly—that it was just the last day of the last session which was in July of last year, that the Prime Minister made the announcement about ceasing to give loans through the Central Mortgage and Housing Corporation to builders within the Greenbelt. Unfortunately at the time of his announcement the boundaries of the Greenbelt had not been defined. That has been one of the things that has blocked us throughout our whole discussion of the Greenbelt,—that nobody would accept boundaries. The only boundary which had any official recognition was the one which had been accepted by the Department of Planning and Development in 1947 before the national capital plan was fully developed. In those circumstances it was discovered that there was a loophole. That original proposal was the only thing that had any semblance of being the official plan of the Greenbelt and despite the fact that we have never struck our colours in any way or changed our thinking about the necessity of a Greenbelt, we have made no progress in defining its present proposed boundaries.

Since 1950 our Greenbelt project has been well known, and this project under discussion is inside that Greenbelt. However, notwithstanding the pronouncement by the Prime Minister in the house on the last day of the session people have chosen to go ahead and construct houses in the Greenbelt. We are very sorry if they are caught, but on the other hand if the building of houses and the development of housing projects within the Greenbelt continues as at present, we can say good-bye to the Greenbelt. That is our position. We would like to see this thing reviewed. I may say, we are sorry for the people who have been caught but we do take the stand that they took the chance went into the project it with their eyes open.

I did a little arithmetic while this was going on and I note that 147 lots was proposed in the first stage, 240 in the second stage and 120 in the third. That makes a total of 507 lots and, gentlemen, you cannot get 507 lots of 15,000 square feet on 175 acres.

Mr. WRIGHT: It is not 15,000 square feet—

Mr. KENNEDY: That is what is stated in the letter here.

Mr. WRIGHT: No, no.

Mr. KENNEDY: Yes, it is on the second page.

Mr. WRIGHT: Excuse me Mr. Chairman, I do not want to interrupt, but we might as well have our facts straight. The 15,000 feet affects only stage number one.

Mr. KENNEDY: That is not clear in the letter.

Mr. WRIGHT: I think in my presentation to you I made it very clear. If you would bear with me for 10 or 15 seconds I think I could clarify the situation. But I believe I made it clear that stages two and three were to consist of 7,500 feet, per lot, because it had a central water-pumping station.

Mr. KENNEDY: I think that should have been mentioned in the letter to Mr. Winters. Still, I make that clear because as you know you have to set aside 5 per cent of the area for park areas, schools and things like that, so that I think there are many things in that letter to Mr. Winters which require clarification. However, we still state, and can only state, that while we are extremely sorry we do feel that before this thing is opened up—because it will affect other developers—that you should give it very serious consideration in making your recommendations to the government. Either action has to be taken quickly as regards the Greenbelt or it is too late.

Senator CONNOLLY (*Ottawa West*): Do you mind if I just ask General Kennedy a question? I quite appreciate the fact that by government policy last July lending was shut off in the Greenbelt in a general way, but I have to be fair and the case that has been put before us here today would lead us to recognize this fact—if it is a fact—that lending was not shut off for registered plans. In other words the policy allowed these people, in good faith, I think, to go ahead and if they got plans registered, then they could qualify for Central Mortgage assistance in their projects. Is that not so?

Mr. KENNEDY: I appreciate that; I think that has been perfectly straightforward, but I do say that it was done following the announcement in the house that the policy would be the shutting off of Central Mortgage and Housing loans. But the Central Mortgage and Housing Corporation went ahead and gave them loans. I take it this was done on good grounds and that they had good solid reasons for doing it—I do not know what actuated them. But we have never in any way changed our ideas about building in the Greenbelt. We have never been able to get the boundaries defined, and they are still not defined; it is just a green patch on the map.

Senator CONNOLLY (*Ottawa West*): But it was open to these people to get their plans registered, was it not? If they came along with a registered plan they could go to the Central Mortgage and Housing Corporation and except favourable consideration of their application?

Mr. KENNEDY: I think it is clear that, so far as Federal District Commission is concerned, we have always been against it.

Senator REID: Was any protest made by the Federal District Commission when these plans were going through, either before the various official planning boards or before the Central Mortgage and Housing Corporation, or did the protest from the Federal District Commission come later after the whole thing had been approved?

Mr. KENNEDY: We did not protest later at all. This is between this group and the Ottawa Planning Area Board. It is not between this group and the Federal District Commission.

Senator REID: You are pointing out now that if these things are allowed to go on it will be too late to develop the Greenbelt. Did you raise any objection regarding the development going on now?



Mr. KENNEDY: I have not attended all those meetings myself because I am not in town sometimes when they take place but our representatives have unfailingly objected to housing development taking place within the Greenbelt as defined in 1950 or 1955. We have never agreed to any housing development in the Greenbelt.

Mr. WRIGHT: This is the first time—I say this with the utmost of respect because we believe that if anyone is doing a tremendous job it is General Kennedy. But this is the first time we have heard of any opposition being taken by the Federal District Commission in so far as our project is concerned. As Senator Connolly properly pointed out, the announcement made by the government related only to unregistered plans and subdivisions and that only represented considered government policy and not what the Federal District Commission said. The Prime Minister's statement related specifically to unregistered plans and subdivisions and we went ahead and registered our plans of subdivisions and never was any protest raised from any source.

Mr. KENNEDY: All I want to make clear is that our attitude has not changed throughout the years.

Mr. RICHARD (*Ottawa East*): You have a representative on the Ottawa Planning Area Board. That is what I think should be made clear. When these plans were submitted to the Ottawa Planning Area Board did your representative object to them?

Mr. KENNEDY: I was not present. I cannot say. I do say that we have invariably objected to any housing development in the Greenbelt.

Mr. RICHARD (*Ottawa East*): And your representative would have objected at that time?

Mr. KENNEDY: Oh yes. We object to many things with regard to which we are overruled.

Senator CONNOLLY (*Ottawa West*): I think myself this is a rehashing of some old ideas but unfortunately in many respects in connection with planning in the area the F.D.C. is subject to the provisions of the law of Ontario. Is that not right?

Mr. WRIGHT: That is correct.

Senator CONNOLLY (*Ottawa West*): It is a matter of hampering, if you will, in some respect, some of the things you want to do. But the law is there and if, as a result, the law is invoked by people such as this they get the plans registered, and the law of Ontario confirms that they are in good legal standing.

Mr. WRIGHT: Might I just point out that this plan was approved by the Ontario Municipal Board.

Senator REID: I move we adjourn for lunch.

The Presiding CHAIRMAN: Are you satisfied that we have heard this group of home builders from greater Ottawa.

Senator REID: I think we have all the information that is needed as far as I am concerned.

The Presiding CHAIRMAN: In that case I wish to thank Mr. Campeau, Mr. Dale, Mr. Armstrong and Mr. Wright for having attended here this morning. We will adjourn until 3.30 this afternoon.

—Luncheon recess.

## AFTERNOON SESSION

3.30 P.M.

The Presiding CHAIRMAN (*Mr. Armand Dumas*): Gentlemen, before the lunch recess we had completed the study of the brief of the Home Builders Association of Greater Ottawa. Now, we will proceed with the first item on the agenda, the brief submitted by the Canadian Owners and Pilots Association. We have in attendance here: Mr. R. I. Thomas, manager of the Canadian Owners and Pilots Association; Miss M. M. Carson, secretary-treasurer of the association; Mr. H. Thomas Patterson and Mr. J. C. Lovelace.

I will call on Mr. Thomas and Mr. Patterson, Mr. Lovelace and Miss Carson to come up here. Mr. Thomas will read the brief and he will be the principal witness.

Mr. Paterson, Mr. Lovelace and Miss Carson will also be ready to answer any questions put to them.

**Mr. R. I. Thomas, Manager, Canadian Owners and Pilots Association, called:**

The WITNESS: Messrs. joint chairmen and members of the committee:

## Ottawa Area Airport Facilities

We understand that your committee is reviewing and assessing the requirements for the development of the Ottawa area in all aspects of commercial and social activities and that briefs are welcomed on subjects pertaining to this program. We have been advised that communities in the area have submitted briefs on their views, but as far as we can learn there has been no submission to you on the requirements for aviation facilities. We wish, therefore, to take this opportunity of presenting our views on this subject, since aviation is rapidly becoming a major force in transportation which affects every modern community.

Air transportation has advanced so rapidly in the past twenty years that planning in many areas has been unable to keep up with developments. In the United States where civil aviation is more active than in any other country in the world, the problem has been recognized as so complex and so vital to the continued wellbeing of the nation that a special committee on air planning for the jet age has been set up under the guidance of the civil aeronautics administration. While civil aviation in Canada has not reached the proportions of that of the United States many of the problems are common to both countries. Of these, the two most pressing are air traffic control and airport facilities.

As the capital city becomes involved more and more in international affairs the airport facilities for air travel become more important. This has been partly anticipated by making runways at Uplands airport long enough to accommodate present trans-oceanic aircraft and planning a new terminal building which will be erected soon.

*Present Situation*

Ottawa has two airports, Uplands and Rockcliffe, immediately adjacent to the city and another smaller airport at Carp, Ontario, 25 miles away. Using these facilities are civilian air lines, commercial operators, R.C.A.F., flying clubs and private owners. This represents air traffic of every type in use today from light training aircraft and helicopters to turbo prop airliners and jet fighter aircraft.

## UPLANDS AIRPORT

*Traffic*

Most of the Ottawa traffic is centred at Uplands airport where high speed R.C.A.F. jet fighters mingle with civilian traffic, including helicopters. This

wide range of flying activity creates a very unpleasant traffic situation. By the nature of their duties, the fighter aircraft on a scramble must receive priority on take-off which disrupts other flying and causes much waiting on the runways for permission to take off. Since training is essential to the efficient carrying out of these duties the fighter aircraft add further delays by this phase of their operation. Another problem is the practice of doing flat breaks over the airport as part of their training program. Fighter aircraft returning from a sortie make a high speed approach from high altitude and then do a flat break over the aerodrome at very low altitude, (regardless of other traffic). Although no accidents have occurred this practice is extremely nerve racking to other pilots who witness it while they are in the air, nearby. Also the vortices from the wing tips are a serious hazard to other aircraft, as much as 8,000 feet behind the high speed aircraft. As a matter of fact, there is a strong feeling that the R.C.A.F. jet fighter squadrons presently stationed at Uplands would be more effective if they were stationed farther north. An example was the recent "unidentified aircraft" which later turned out to be a comparatively slow R.C.A.F. transport which was intercepted and identified only a few miles from Ottawa. Had this "unidentified aircraft" been an enemy aircraft its mission would have been completed before the R.C.A.F. jet fighters left the ground at Uplands Airport.

The traffic in the Ottawa area is nowhere near that of other major centres on this continent and we believe it will be a good number of years before it climbs to the density experienced at Chicago for example. The following gives a comparison of the traffic at various major airports in the United States and Canada as of 1955:

Chicago—Midway .....	349,363	
Miami .....	268,889	
New York—La Guardia .....	236,012	
Denver .....	235,362	
Montreal—Dorval .....	220,542	} 344,234
"    —Cartierville .....	123,692	
Vancouver .....	180,689	
Toronto—Malton .....	179,875	} 313,789
"    —Island .....	133,914	
Ottawa—Uplands .....	128,595	} 158,595
"    —Rockcliffe .....	30,000	

*By Senator Reid:*

Q. What do those figures represent?—A. Those are the take-offs and landings.

Q. The number of take-offs and landings?—A. Yes, during a year's period.

It is interesting to note that the traffic at Toronto Island airport is more than that of Uplands and that Cartierville is almost the same and these two airports handle light aircraft exclusively. This we believe reflects the trend noted in the United States and the Ottawa area would show similar results if proper facilities were available.

#### *Navigational Aids*

Uplands has all the normal aids to navigation plus G.C.A. and it is scheduled to have surveillance radar installed within the next two or three years.

*By Senator Reid:*

Q. What is G.C.A.?—A. Ground control approach.



### *Runways*

There is one runway of 8800 feet with space allocated for extension to 20,000 feet, one 6000 feet and two shorter runways which can handle light and medium aircraft. All are hard surfaced with adequate taxi strips. Thus, runways of this airport could meet civilian air traffic requirements for the foreseeable future.

### *Hangar Space*

Hangar space is a serious deficiency at present. The commercial operators are extremely crowded and cannot give storage space to private owners or transient aircraft using the airport. This is also true of D.O.T. facilities which are completely filled with the Viscount and other aircraft of their own fleet. The Ottawa Flying Club which shares space with one of the commercial operators is being squeezed more and more by the expansion of this operator. This and the delays on take off make it extremely hard for the flying club to progress to give better facilities for training to the community while at Uplands.

## ROCKCLIFFE AIRPORT

This airport is ideally situated for light and medium aircraft operation. It is only  $4\frac{1}{2}$  miles from the centre of the city and it is located on the Ottawa river which makes it suitable for a seaplane base also. There are three hard surfaced runways which are 4400 feet, 3700 and 3300 feet long. The longest runway could be extended 1500 feet to the east making it suitable for all modern civil aircraft up to medium size. There are adequate taxi strips to handle considerable traffic at this airport.

### *Traffic*

At present there is only the R.C.A.F. using this airport. The traffic consists of practice flying with Harvards and Expeditors from A.F.H.Q. Practice Flight, 108 Helicopter Squadron, 408 Photographic Squadron and central experimental and proving establishments. The average number of landings and take off is 2500 per month. This traffic is heaviest during the spring and late winter when 408 and 108 squadrons are training for the summer operations, and slackest during the summer when these two units are on detachment operations. So far as is known, practice flight, 408 and 108 squadrons will remain at Rockcliffe but Central Experimental and Proving Establishments are scheduled to move to Uplands in the spring of 1957 when their new hangar is completed.

### *Hangar Space*

There are 4 hangars at Rockcliffe airport suitable for aircraft up to Dakota and Lancaster size, plus two others which can handle light aircraft. None of the hangars are capable of housing larger airline type aircraft.

### *Seaplane Facilities*

The Ottawa river has been used regularly for years for seaplane operations and there is an excellent slipway at Rockcliffe airport for beaching float planes for change over from floats to wheels and maintenance.

## CARP AIRPORT

This airport is situated 25 miles from the centre of Ottawa and about a mile and a half off the main highway. There is no public transportation system to it and taxi cost, at \$6.00 each way, would be prohibitive to pilots wishing to visit Ottawa. It takes almost an hour each way through traffic, to reach the centre of the city by private automobile.

### *Runways*

There are three hard surfaced runways 2,900 feet or less at Carp which were built to handle training aircraft only. The runways are in poor condition now in spots and it is unlikely that they would stand up for long with any amount of traffic.

### *Traffic*

There is very little traffic at this airport except that generated by the one operator, Bradley Air Service, and the R.C.A.F. (Rockcliffe) Flying Club. Because of the distance from Ottawa, the major source of flying personnel, there is no interest in this location by the Ottawa Flying Club or private owners. The fact that meteorological data, flight plans etc., require a long distance telephone call and that there are no customs facilities or runway lights, make it very unattractive to this group. The same will apply to business and transient pilots, and air tourists coming to the area.

### *Requirement*

There is a definite requirement for an airport in the Ottawa area to cater to the needs of light aircraft. Such an airport must have air traffic control, normal navigational aids and night lighting equipment, hard surfaced runways capable of handling aircraft up to 35,000 lbs. gross, customs clearance; servicing and hangar storage facilities. It should be within reasonable distance of the city, serviced by public transportation and have meteorological information plus access to detailed meteorological briefing by telephone. Such an airport would cater to commercial operators, business pilots, flying training and private owners.

Ideally, such an airport in Ottawa should have seaplane facilities adjacent to it. Ottawa is a tourist attraction in itself and the surrounding area gives it added appeal to seaplane pilots. The lakes which abound near Ottawa are suitable for summer homes and resorts and could be reached quickly with a seaplane whereas there are not too many resorts with landing strips. With motor traffic on highways going north getting heavier each year and the need to go farther afield to reach good fishing grounds, there will be a growing requirement to provide adequate facilities for this type of flying.

The average pilot usually works his way up through bush flying to the more lucrative positions available to pilots in airlines, larger non scheduled operators and executive pilots. Most operators require some previous experience on waterborne aircraft before they will hire a pilot. At present the Ottawa Flying Club is unable to offer this type of training to its members, therefore, graduates find themselves handicapped in getting employment to build up their flying time. If the flying club were operating from an airport adjacent to seaplane facilities this handicap could be overcome.

### *Future Traffic*

The trend in all phases of aviation in the United States has been upward since 1953 and the Canadian pattern has been following that of the United States. In 1954 business flying increased 18 per cent over the previous year to reach 3,875,000 flying hours. Preliminary reports for 1955 indicate there has been a further increase of 6 per cent. This element of aviation makes up one half of the total of general aviation flying which accounts for almost 3 times the total flying time of domestic U.S. airlines. Since Ottawa is a mecca for businessmen from all parts of Canada and the U.S. there is good reason to expect that Ottawa will get more than average share of this increased traffic.

### *R.C.A.F. Requirements*

The installations constructed at Uplands by the R.C.A.F. are so extensive that it is unlikely that the Department of National Defence would be willing

to move away from Uplands to leave more space for civilian operators, although this would meet the requirements as we see them, except for a seaplane base. The R.C.A.F. are gradually moving their flying operations in the Ottawa area to the D.O.T. airport at Uplands so that what is left at Rockcliffe could very well mix with civil flying without inconvenience to either phase of aviation.

Since the R.C.A.F. are operating at joint civil and military airports at four of the major airports in Canada it should be possible to do so at Rockcliffe. We believe that it would be entirely safe and in the best interests of aviation and the public generally, in this area, to move the lighter aircraft operations from Uplands airport to Rockcliffe. At the same time we wish to point out that civilian aircraft flown by qualified pilots who wish to use Uplands must not be barred from doing so. In this way the needs of civil aviation in the area could be met with a minimum outlay of public funds and give the best long term solution, since it provides an excellent seaplane base at the same time.

There are those who advocate moving all airports farther away from the centres of cities and this will be the case in Ottawa no doubt. Selfish interest will put pressure to have Rockcliffe airport shut down as soon as defence requirements cease, because of the noise factor. Actually the introduction of light aircraft will not add to this problem at all since the engines make no more noise than a truck driving along the highway. The quieter light civilian aircraft would be a welcome exchange to the residents of the Rockcliffe and Manor Park areas who have tolerated for so long the noisy Lancasters, North Star and Harvards operating from Rockcliffe Airport up to this time.

#### *Recommendations*

As pointed out earlier the combined traffic density of Uplands and Rockcliffe does not begin to approach that of the major U.S. terminals. Therefore, it is impossible at this time to justify the very large expense which would be involved in the construction and operation of a third publicly owned airport in the vicinity. Small commercial operators, business and private owners would not be satisfied with a grass strip with no facilities when modern facilities are available close by, therefore, we strongly recommend the use of the two presently existing airports, Uplands and Rockcliffe, for joint civil and military operations.

The Presiding CHAIRMAN: Thank you, Mr. Thomas. Are there any questions? Mr. Hansell?

*By Mr. Hansell:*

Q. Might I just ask this? I am not certain just what the Canadian Owners and Pilots Association means. Could Mr. Thomas tell us something about his organization and just what it is?—A. Our organization is a group representing pilots throughout Canada in any phase which helps general aviation. In this case it is local, but normally it concerns regulations by the D.O.T. and also information on aviation and matters of that kind.

Q. What is the significance of the word "Owners"?—A. It is open to both owners of aeroplanes and to pilots. In other words, a man may own an aeroplane without being a pilot, and have another man as a pilot who just flies his aircraft for him.

Q. I see.

*By Mr. Blair:*

Q. On page 2, regarding pilots, you are somewhat critical about mixed flying and you mention several problems and you call them unpleasant. You speak about the jets flying in and of the nerve racking experience of pilots; then at the very finish you recommend the continued use of the two airports in Ottawa. Would you mind enlarging on what you would do to divide the



jets and so on, the R.C.A.F. and the civilian? I ask this question because I am interested in the protection of civilian aircraft in aviation, and in view of what happened at Swift Current and Regina.—A. The problem out at Uplands is the wide range of speed and the types of flying carried on. We have a lot of aircraft flying in at 80 miles an hour and we have jets flying in at 300 to 350 miles an hour and also the large transport division which comes in at from 200 to 240 miles an hour. That is the type of mixture which causes the problem, plus the fact that the jet aircraft doing these high speed passes across the aerodrome leave a heavy disturbance which will turn light aircraft or even medium aircraft upside down; also the fact that with these different speeds it is more difficult to move your lighter aircraft.

Q. Does this constitute a hazard to passenger planes coming in there?—A. Under controlled conditions, no; but we recommend that they move the slower type of traffic out to Rockcliffe, so that the slower traffic would be gathered there and it would be more harmonious and it would therefore reduce this hazard.

Q. Does this condition exist at other large airports at fairly large cities where you have mixed type of aircraft coming in as you suggest?—A. To a degree, yes. Practically all the mid-air collisions which have taken place in the United States in 1954—that is the last survey that we have—there were 14 civil mid-air collisions—were all confined to the aerodromes.

Q. Let us enlarge on this because I am interested in the protection of passenger aircraft in view of what has happened in the United States. Do you think it would be better to have one airport alone? Human life is a precious thing especially when you get from 50 to 60 people in a plane, if that is the number they can carry. Would it not be better to have the Uplands airport kept alone for passenger flights and to let the jets get out somewhere else?—A. We have said that in our brief.

Q. That is why I find it confusing.—A. If the jet aircraft were not there we feel that Uplands would handle the traffic.

Q. You mean with safety, with none of the type of the 14 accidents that occurred in the United States?—A. Not with controlled flying; all aircraft are controlled by two-way radio within the circuit of Uplands airport.

*By Mr. Harkness:*

Q. This aviation question is a very interesting one but I wonder if it comes within the scope of our work and our terms of reference and whether we are in a position to make any recommendations about it?

The Presiding CHAIRMAN: I discovered this matter with Mr. Thomas and his associates and I explained to them the order of reference to our committee. However I think it may be touching the regulations of the F.D.C. especially in view of the fact that any buildings which are being constructed at the local airports here would have to be approved by the F.D.C. Is that not correct, General Kennedy?

General KENNEDY: We have the approval of the buildings, but that is from an aesthetic standpoint.

Senator REID: I think it could have a bearing on the Greenbelt. We have had a problem in Vancouver where we had to move a lot of traffic which had become a terrific menace. So I think this might have a bearing on the Greenbelt.

General KENNEDY: Uplands airport is right in the Greenbelt.

Senator REID: Yes, Uplands airport is right in the Greenbelt and I think we should hear this.

*By Senator Cameron:*

Q. I wonder if you have any record of the number of delayed flights of passenger traffic caused by these military jets? It seems to me that on an inordinate number of times when I have been out at the airport the plane has been delayed in taking off for some unknown reason. Maybe that was the answer.—A. We do not have any record of these things. They are not kept from the flying club point of view. However, planes are kept waiting on the ground for these jet aircraft or even for the transport aircraft.

The Presiding CHAIRMAN: Perhaps Mr. Patterson would like to add to the answer to Mr. Harkness' question as to the relation of your organization to the study of this difficulty.

Mr. H. T. PATTERSON: I am a commercial operator for Sparton Air Service at the Ottawa airport. Our traffic is integrated with commercial traffic. From a commercial point of view it would be advantageous in our opinion to have another facility which would be separate from the normal scheduled air line traffic, and the military traffic. If we could project ourselves forward another ten years in the development of aviation I think you would find that the scheduled air line traffic and the speeds which you will then have developed up to 400 and 500 miles an hour would be a common occurrence. If that is the case then you will have scheduled and commercial air lines coming into the airport as against private aircraft or types of aircraft as we know them today flying anywhere from four hundred to six hundred miles an hour, and that gets to be fantastic. So there is a definite need at some time in the future to have that problem foremost in the planning of airports. Whether or not it affects the F.D.C. I do not know, but I am saying that it does affect aviation generally. The other point I would like to make is this. The coming of jet aircraft and the present T.C.A. has made this point very clear: that one of the major problems of jet aircraft is the noise level and the effect it is going to have on the building of housing developments in the immediate vicinity of any commercial airport into which jet airliners operate. It is a very vital factor.

*By Mr. Blair:*

Q. I would like to go back again to page 2 where you say:

Fighter aircraft returning from a sortie make a high speed approach from high altitude and then do a flat break over the aerodrome at a very low level, (regardless of other traffic). Although no accidents have occurred this practice is extremely nerve racking to other pilots who witness it while they are in the air, nearby.

If it is nerve racking to pilots, then there must be an element of danger.—A. One example is this: one of our light aircraft was in very close to one of these aircraft which passed him, and before the pilot of the aircraft could manoeuvre out of the area, he got the "whack" of this aircraft and he was having difficulty for the next few minutes getting his aeroplane under control because of the turbulence which tends to rock the aircraft over on its side.

Q. Could that happen to a T.C.A. passenger plane?—A. Not very likely because of the relative size of the aircraft.

Q. Would the way be clear for that passenger plane?—A. It would be, because of the air control in there. Because of the light aircraft it would be harder for the tower operator to see exactly where he was, and he would clear this flat track with the fighter pilot before he comes in because of the fact that he would go across not at an exact point.

Q. When the everyday T.C.A. transit plane comes in there are no fighter aircraft around?—A. Not in that case because they are cleared by the tower before they make this flat progress. But they do not go much beyond the aerodrome confines for the cover.

*By Mr. Weselak:*

Q. A great deal of the hazard would be eliminated if you took the propeller driven aircraft and concentrated them at Rockcliffe.—A. It would greatly reduce the problem from a traffic point of view.

Q. You would have a concentration of relative speeds at each airport.—A. That is right.

The Presiding CHAIRMAN: The problems of this organization are more those of the Department of Transport but we are very happy to have Mr. Thomas here today along with his associates. His brief will appear in the minutes of this committee and if there is anything we can do to help we shall be very glad to do it.

*By Mr. Richard (Ottawa East):*

Q. Is there anything in the brief—I thought he might have a suggestion to make that may be the F.D.C. might have some land which should be set aside in the Greenbelt for a future airport for light aircraft. But the problems which concern commercial, army and civilian aircraft at Uplands and Rockcliffe are beyond our scope. I thought you might have some suggestion to make as to a relocation of a new airport on land of the F.D.C. or something like that?—A. Our point in making this is that we are considering the Greenbelt. You are speaking of a long range plan and we feel that the establishment of two airports for civilian traffic is an essential part of the future planning of Ottawa. Since you are considering the future of the area this must be considered in your plans, because if you set aside the Greenbelt, and if what we suggest is accepted, then the Department of Transport will have to set up a second airport which would upset the plans you make or make it impossible to come in with a second airport in a reasonable position.

*By Mr. Coldwell:*

Q. You strongly recommend the use of the two airports which we now have?—A. Yes.

Q. You do not suggest that the F.D.C. should set aside an area where a new airport could be built, let us say, by the municipality or by some other organization?

Miss Margaret CARSON (*Secretary Treasurer, Canadian Owners and Pilots Association*): Our suggestion is that the local airport is strictly an R.C.A.F. aerodrome while Uplands is a combined aerodrome used by the R.C.A.F. Through the years we have been trying to persuade the air force to allow Rockcliffe to become a combined aerodrome and alleviate the traffic situation at Uplands, and through the years they have been saying no; then in pointing out the traffic on page 2 we point up that the combined traffic at Uplands and Rockcliffe is much less than at Malton.

Mr. COLDWELL: That is not a problem we could deal with. That is a Department of Transport or a military problem. You do not think it would be justified?

Miss CARSON: No. There won't be enough traffic in 20 years to justify another airport.

The CHAIRMAN: Thank you very much Miss Carson.

Now, the next item on the agenda is the brief of Mr. R. P. Sparks. Gentlemen, you must have a copy of that brief which is being submitted



by Mr. Sparks. I would like to have a motion put to the effect that this brief be incorporated in our minutes at the beginning of the hearing of Mr. Sparks. Mr. Sparks has a summary of his brief which he would like to read to us, and then after he is through with that summary we will be able to put questions to him.

Mr. COLDWELL: I will move the motion you suggest.

The CHAIRMAN: It is moved by Mr. Coldwell.

Senator REID: Before the motion is put, may I ask if we have put in the minutes the brief submitted by the city of Ottawa? Because, if you remember we had a large brief submitted to us, and then we had the mayor of the city with a brief of her own which she referred to. Now we come to this one and you are asking that it be put in the minutes. I am asking if we put in the minutes the brief of the city of Ottawa?

The CHAIRMAN: Yes, it was put in. I will now call on Mr. Sparks.

Mr. R. P. Sparks, formerly President of the Federal Woodlands Preservation League and from 1947 to 1954 Chairman of the Advisory Committee on Gatineau Park, called:

(Brief submitted by Mr. Sparks is as follows.)

#### LAND POLICY IN GATINEAU PARK

For the past 20 years during which I have been interested in the Gatineau Park, the Federal District Commission has never had a land policy in respect to this project. I am convinced that the reason for this is that certain influential people, owning property in the area covered by Gatineau Park, have objected to its development in a manner which will make it what it should be—"the show place of Canada". Mr. Greber, the creator of the National Capital Plan, in a report to the F.D.C. described Gatineau Park as *"really the essential feature of the whole plan for the National Capital of Canada"*.

The development of the Gatineau hills adjacent to Ottawa as a park has been the subject of consideration for more than 50 years. The history of this project is traced very briefly in the introduction to a report made by the Advisory Committee on Gatineau Park, submitted to the Federal District Commission in 1952, a copy of which is attached hereto. (Exhibit A).

Previous to 1934 nothing had been done to implement previous recommendations, but in that year a group of private citizens banded together as the "Federal Woodland Preservation League" to urge the preservation of these beautiful wooded hills as park land.

In 1937 the Federal District Commission was authorized by the Federal Government to commence buying land in this area for park purposes. By the outbreak of war in 1939 they had acquired about 16,000 acres, but this consisted of many separate purchases having little relationship to each other. The average cost had been less than \$10.00 per acre. Some of this land was cut over bush and was unsuitable for a public park in the condition as purchased.

Sometimes a substantial area of privately owned land would be surrounded wholly or partly by land owned by the Commission. In other cases, the Commission would own a section of the area which was partly or wholly surrounded by private land. The area owned by the Federal District Commission at the beginning of the war could hardly be described as a public park, because privately and publicly owned land was hopelessly mixed.

During the war period no purchases of land were made. In July, 1947, the Federal Woodlands Preservation League submitted a lengthy memorandum

to the Federal District Commission dealing in part with land policy. At that time the F.D.C. had announced that they would increase their holdings to 25,000 acres. The League, in their memorandum, suggested that this acreage should be increased to 50,000 acres, and said in part, as follows:

The possibilities of this area presents an opportunity for developing one of the finest scenic natural Parks in the world. Few, if any, capitals of the world have at their very doorstep an undeveloped area of such large proportions, possessing so many natural advantages. We are convinced that unless a broad comprehensive plan is now adopted, looking forward to say the next 50 years, that the opportunity will be missed forever.

If piecemeal additions are made to the Park, from time to time, we are convinced that the cost would be far greater than if a scheme of purchase and development were undertaken now. Land values have now been established by the purchases already made by your Commission. If the areas which are contiguous to the present Park are left in private hands for a period of years, not only will the cost increase, but as a result of unsuitable development by private interests, much might be done to spoil the natural beauty of the Park area.

This brought no results. The Federal District Commission continued in their haphazard methods without any basic plan or policy. Although this report was written in 1947, exactly the same conditions exist today. The cost of land has increased tremendously. Ugly and unsuitable buildings continue to be built. The natural beauty of the area is being spoiled, and still there is no definite land policy.

In 1945 the Prime Minister, The Right Honourable Mackenzie King submitted to Parliament a broad plan for the development of a new National Capital Plan as a memorial to the soldiers of World War 1 and 2, and Mr. Jacques Greber was retained to undertake this work. Gatineau Park has always had an important place in Mr. Greber's plans.

It was obviously even more necessary than ever that some definite co-ordinated plan should be worked out in respect to the purchase of land in this area. There is no evidence however that the F.D.C. realized the importance which now is attached to the Gatineau Park development.

The representations of the Woodlands League apparently had some effect, as on March 25th, 1947, the following Order in Council was passed.

P.C. 1093

March 25, 1947.

His Excellency the Governor General in Council on the recommendation of the President of the Privy Council and under the authority of Section 13 of the Federal District Commission Act is pleased to consent and does hereby consent to the acquisition by the Federal District Commission by direct negotiation or if necessary by expropriation of, certain properties between the Mountain and Mine Roads south of the Gatineau Park, outlined in red on the attached plan and comprising approximately sixty-five hundred acres.

As will be noted this Order in Council provided for the purchase of 6,500 acres of land in regard to which the Commission was authorized to proceed by way of expropriation, if necessary. However the Commission expropriated no land, but continued to purchase odd parcels of land scattered throughout the Park. In February, 1954, there was about 4,000 acres of this land, the purchase of which had been authorized by Order in Council 7 years earlier which was still in private hands.

In March, 1947, the F.D.C. set up an Advisory Committee of which the undersigned was an original member, and was elected Chairman by the Committee. In our letter of appointment the F.D.C. said that the functions of the Committee would be to tender advice in regard to the formation of basic policies. It had no executive or administrative power, and was to be purely advisory. From time to time its advice was asked by the Commission and at times the Committee volunteered advice on matters which came under their observation. We kept urging that a definite land policy should be adopted, but nothing was done.

The Committee had been appointed for a one year period, subject to renewal each year. In 1950 the appointment of the Committee was not renewed, and I wrote a letter to the Chairman of the F.D.C., Mr. F. E. Bronson, pointing out that the Committee's tenure of office had expired, and expressing the view that this was probably just as well, as I felt that the Committee was serving no useful purpose. In my letter I reviewed briefly what had transpired, and indicated that I no longer wished to be associated with the Committee even if it was reappointed. At that time I said in part:

The handling of this project in my own opinion has been inefficient, lacking both in vision and in vigour. Apparently the F.D.C. has no plan or policy with regard to this project. You have several times told me that all you intend to do at the present time is buy land, but a look at the map, and a visit to the area will demonstrate clearly that you have no co-ordinated plan even of buying property. Dozens of cottages, shacks, etc., have been built on property which surely will be required for park purposes. This is still going on. The Kingsmere Road is being turned into a slum. Your failure to anticipate the needs of this project has already cost hundreds of thousands of dollars. Land values are being established by the building of a few shacks and cottages in vacant areas which will require not only that you buy the buildings but you have permitted higher land values to be established.

At the urgent request of the Chairman of the F.D.C. I reluctantly agreed to remain a member of the Advisory Committee and continued to press for some clear cut policy.

From the very commencement of the operations of the Advisory Committee there was much discussion as to whether any privately owned land should be permitted within the area designated as park land. Up to the time the Advisory Committee was appointed, the F.D.C. had acquired a total of about 21,000 acres, and the letter of appointment to the Committee said:

It is the desire of the F.D.C. to extend this area to embrace some fifty to sixty thousand acres at least, and the F.D.C. now has funds available for this purpose.

It was the opinion of the majority of the Advisory Committee from the very start that there should be no privately owned land within the Park area. While the F.D.C. had never asked the Advisory Committee to present a master plan, we decided to make a report on such a plan. (See Exhibit A). We added an appendix to the report of May, 1952, presenting the arguments both for and against the permission of privately owned land in the park area. The principal statement opposing the inclusion of privately owned land was made by the undersigned, and the principal statement made in favour of inclusion of privately owned land was made by Mr. J. J. Connolly, (now Senator), who was a land owner at Meach Lake.



My general recommendations in regard to privately owned land were summed up in 5 short paragraphs as follows:

1. Ultimately all private property within Gatineau Park should be taken over by the Commission for the reasons set out below. (Page 21 Exhibit A).

2. Some date should be fixed by which time all property would be taken over. I would suggest ten years with the possibility of extension but that the principle be now established that ultimately all property will be taken over and that present owners should be notified to that effect.

3. No additional building should be permitted within the park boundaries and owners of land should be so advised immediately.

4. The Commission should be prepared to purchase any property within the park area which is offered for sale at a reasonable price.

5. To carry out this project the Commission should use their powers of expropriation. If there is any legal obstacles to using such powers the Act should be amended.

Senator Connolly's recommendations were summed up as follows: (page 23 Exhibit A)

1. The owners of property should be encouraged to build and maintain up to a standard set by the Commission and in any event to a high standard.

2. The Commission could encourage beautification through the Community Associations established or to be established.

3. If the Commission thinks it necessary, as properties come on the market, the Commission might acquire them.

4. The Commission might take some positive steps to strengthen and enforce building by-laws in the area.

Senator Connolly makes no reference whatever to the fact that this park is to form a very important part of a broad National Capital Plan. He admits that there are many ugly structures within the area, but still objects to their purchase by the Commission. In speaking of the buildings in the area he says, in part:

It is true that some are unattractive and noticeable, some have poor lines, some are poorly constructed and badly maintained. In some cases there has been excessive tree cutting.

It was suggested by everyone that there were many buildings in that area which should be removed, but Senator Connolly made no suggestions for their removal.

My comment on the removal of only ugly buildings is contained in the following extract from my statement in the appendix:

It is a fact, however, that the type and condition of these buildings in a general way would reflect the income groups to which they belong. I do not think it is possible or desirable to remove only the buildings owned by people in the lower income group and leave the property of the well-to-do where they are. The removal of the poorer type of building would greatly enhance the value of the few buildings of the better type which would remain and I do not think that the Commission can be a party to windfall profits of this character for a select few.

The above facts briefly state the conditions as they were in May 1952. The question of whether privately owned land would be included in the park area was still unsettled.

## PRESENT LAND POLICY

I would now like to submit some recent correspondence in regard to the policy of the F.D.C. in respect to land ownership which reveals the present policy, or lack of policy, of the Commission.

There was a lengthy article in the Ottawa evening papers of October 20th, 1953, including a statement by Major General Kennedy, Chairman of the F.D.C., in respect to expropriation of land in Gatineau Park. I think this statement was the result of the public activities of Mr. Redmond Quain, a land owner at Kingsmere, who had been addressing meetings in the Gatineau area opposing expropriation. On reading this article I wrote to the Secretary of the Federal District Commission, Mr. H. R. Cram, as follows:

Oct. 21, 1953.

Mr. H. R. Cram, Secretary,  
Federal District Commission,  
OTTAWA.

Dear Mr. Cram:

I notice in both of last evening's papers a statement of policy by the Commission in respect to Gatineau Park. Sometimes these newspaper reports are somewhat garbled or condensed and sometimes they do not give a clear picture of what is proposed.

This raises a couple of questions in my mind. The Commission apparently are only going to buy properties which are offered for sale. Did they discuss the question of more building in the area by owners of property who decide not to sell to the Commission?

There is a rather cryptic reference to the shorelines of Meach Lake and Kingsmere. Does this mean that regardless of the appearance of structures near these two lakes they are not to be touched and that more of the same type can be built?

Finally, is this a permanent policy for all time, or a tentative policy subject to change if expropriation proceedings are facilitated?

If you could give me this information I would be very grateful.

Yours very truly,

(sgd.) R. P. Sparks"

I received no reply to this letter but did receive from Mr. Cram a copy of a statement issued by the Commission on which the newspaper story was based, which read as follows:

"POLICY ON LAND OWNERSHIP WITHIN GATINEAU PARK  
(Suggested statement for Publication)

The Federal District Commission realizing that there is some uncertainty in the minds of property owners within the Gatineau Park area as to the attitude of the Commission toward purchase of private property, wishes to place on record its policy toward acquirement of land within the area. No effort has been made or will be made to expropriate property in Gatineau Park except in cases where such property is required to facilitate the construction of driveways or other essential works. There is no intention of altering this practice.

On the other hand the Commission has purchased and will continue to purchase any property within the Park area which is available at a price which it considers reasonable. Municipalities will be adequately compensated for loss of tax revenue because of acquirement of property by the Commission.

In view of the fact that the shoreline of a number of the lakes, such as Meach Lake and Kingsmere, within the Park area are privately owned, it is proposed to maintain Harrington Lake, the shoreline of which is wholly owned by the Commission, in its natural state."

I spoke to Major General Kennedy about this matter and he said he had received from Mr. Cram a copy of my letter of October 31st, and would reply to it. However he never did so.

There are two important errors of fact in this statement; the first of these is the statement that "no effort has been made, or will be made to expropriate property in Gatineau Park, except in cases where such property is required to facilitate the construction of driveways or other essential works". The first error is in stating that "*no effort has been made*" to expropriate property.

### EARLY POLICY ON EXPROPRIATION

When the F.D.C. began the purchase of land in 1937 they were able to reach agreement with most owners on a price they were willing to pay without resorting to expropriation. There were some cases however in which owners asked exorbitant prices, and in these cases the Commission gave notice of expropriation. When these cases came before the Exchequer Court, the Commission were able to establish proper land values as a result of the fact that they had purchased thousands of acres on a freely negotiated basis. As a consequence the Court fixed values generally in line with what the Commission had been paying.

After the war, building continued in the three areas which were established as summer resorts, i.e., Kingsmere, Meach Lake and Phillips Lake. From time to time the Advisory Committee urged the F.D.C. to take action to prevent new buildings in areas which certainly should be included in the Park. As it was known that plans were afoot to erect more undesirable buildings in the Phillips Lake area, the F.D.C. sent notices of expropriation to all the owners of property at that settlement, of which there were about 40.

No such action was taken in regard to the Kingsmere and Meach Lake settlements, although both of these areas are much more important than the Phillips Lake area from the standpoint of park development.

Some of the people at Phillips Lake felt at the time, and still feel, that they were discriminated against, and that the reason why properties at Kingsmere and Meach Lake were not expropriated at that time was that there were people living in these localities who had great influence with the F.D.C. I am inclined to agree that they were right.

As conclusive proof of the error in Major General Kennedy's statement in regard to expropriation is the Order in Council, previously quoted, providing for the expropriation of 6,500 acres of the most critical land in the whole park area.

### MACKENZIE KING ESTATE

The other error is in stating that the "shoreline . . . of Kingsmere Lake . . . within the park area is *privately owned*". Possibly the largest section of the lake shore, in the hands of any single owner, forms a part of the estate of the late Right Honourable W. L. Mackenzie King. The whole of Mr. King's property at Kingsmere amounts to about 500 acres.

Under Mr. King's will he said in part, referring to his Kingsmere properties:

The cherished objective of being able to present my Kingsmere properties as a thank-offering for what has come to me in the way of opportunities of public service, I believe I have been able to realize,



and I hereby bequeath to the Government of Canada *as a public park in trust for the citizens of Canada*, subject to certain reservations herein-after referred to, my several properties of Kingsmere.

This reference is interesting in view of the attitude of the Commission towards Mr. King's fine act.

On August 21st, 1952, the Commission sent a letter to the Gatineau Park Advisory Committee reading as follows:

At the meeting of the Federal District Commission held on the 18th instant the matter of making necessary repairs at Moorside was given consideration. It appears that the foundations and other parts of the structure are in poor repair and it will cost at least \$5,000 to carry out necessary works if the building is to be fully restored for use.

Before coming to a decision in this matter, the commission would be desirable of having the views of your Committee as to the future of Moorside . . . that is, whether it should be fully restored and repaired for some suitable use or whether or not it should be removed, having regard to the cost of putting it in first class shape.

It should be mentioned at this time that Mr. King was the owner of four houses at Kingsmere. His summer house, known as Moorside, a winter house, known as the Farm House, both of which are set well back from the lake, and two cottages close to the lake, one of which he had occupied when he first moved to Kingsmere many years ago, and another house close to this cottage which had been occupied by friends of his.

The Committee obtained a copy of Mr. King's will with a view to ascertaining whether Mr. King had indicated in any way his wishes in regard to these buildings after his passing. We also discussed the matter with friends of Mr. King, and on September 10th, 1952, wrote the Commission suggesting that instead of considering the Moorside property alone, consideration should be given to the future of the whole Mackenzie King property. In our letter we dealt with Moorside and the Farm House, and strongly urged that both of them be maintained, and made suggestions as to their use. We pointed out that if it was later decided to use either of these houses as a summer residence for a future Prime Minister, which Mr. King had mentioned in his will, the use which we suggested would require no structural changes and either one of the houses could be renovated for this purpose.

As far as I know, no action of any kind was taken in regard to these two houses, but the interesting thing is what happened to the other two houses on the lake shore. The F.D.C. has spent many thousands of dollars in practically rebuilding them for rental purposes. There is no indication that Mr. King intended his property to be turned into a real estate proposition, but the statement that the shore of Kingsmere Lake is all "privately owned", gives a lead to what the Commission had in mind. They wanted to keep the public from the lake shore which would please other owners of lake shore property. On the gate leading to these rented houses a large sign reads: "No Picnics Please" which, in effect, means "no admittance", thus shutting off from the public use what is definitely the most attractive part of the King estate. This is quite contrary to Mr. King's clear intention.

In January, 1954, Major General Kennedy made another lengthy statement to the press in which he made the unequivocal statement that

*We don't intend to expropriate land in the Gatineau.*

On February 5th, 1954, I wrote Major General Kennedy in part, as follows:

February 5, 1954.

Major General G. Howard Kennedy,  
Chairman, Federal District Commission,  
Ottawa.

Dear General Kennedy:

I was disappointed to see that you again stated that there would be no more expropriation. I wonder if the Commission, when they made this decision, were aware that in the lower end of the park, that is, from the Mountain Road to the upper end of Meach Lake, there is about four thousand acres of unoccupied land still in private hands. This is in blocks of from fifty to three hundred acres scattered through the whole area and does not include the land connected with the summer cottages which will add hundreds of acres more.

I believe that nearly all the owners of this land have been approached and have refused the offers to purchase by the Commission. Now that you are building a five million dollar parkway through the most of their properties this will have the effect of tremendously increasing the value of this land. There is little hope of now purchasing it by private arrangement at a fair price. Let me repeat that the question of summer cottages is a different one.

There is another question on which the Commission may not have been fully informed when they took action, that is in regard to the building of the parkway from Tache Boulevard to the Mountain Road as an entrance to the park. Were the Commission fully informed as to how much of the proposed right of way through the park the Commission owned? While the precise route is not settled I believe that the parkway from the Mountain Road to the upper end of Meach Lake will be about thirteen miles long. Of this thirteen miles the parkway will cross land owned by the Commission for about five miles. The other eight miles will be through land privately owned. All the land owners having observed the entrance to the parkway on which hundred of thousands of dollars have been spent, realize that their property will be tremendously increased in value as a result of the parkway and will be in a position to ask what they please.

The whole lower end of the park has been turned into a paradise for land speculators. Did the Commission realize that this would be the obvious result of building this elaborate entrance? It seems to me that the proper course would have been to secure the right of way before building the entrance to the park.

I am convinced that this whole park scheme will be wrecked unless you obtain powers of expropriation and exercise these powers. The other alternative is, tremendous expenditure of money for the benefit of a few land owners, some of whose property is almost worthless without the parkway. It should be noted that most of this property is in the hands of people who can afford to wait when they see fortunes in sight as a result of F.D.C. policy.

I would like an opportunity to go over the map with you and I think you will be convinced that what I have said above is correct.

Yours very truly,

(sgd.) R. P. Sparks

I should mention that this letter had been addressed to Major General Kennedy at his private office, and as you will note, I had suggested an opportunity to go over the map with him. I thought he would have done so before

submitting it to the Commission, but he did not follow this course, but submitted the letter to the Commission, to which I have no objection. Indeed I can see reasons why he might submit it to the Commission first. I have read this letter over many times since and I can see no reason why I should not have written it. As a matter of fact I am convinced that the Commission were not aware of the facts to which I call the Chairman's attention. There are a number of very able business men on the F.D.C. and I am loathe to believe that if the maps and other information referred to in my letter had been properly placed before the F.D.C. at the time, that they would not have built this useless piece of road, nor would they have issued their statement in regard to the purchase of the adjacent land.

In his reply the Chairman made no mention of the facts set out in my letter but wrote me as follows:

February 18, 1954.

Mr. R. P. Sparks,  
Victoria Building,  
140 Wellington Street,  
Ottawa, Ontario.

Dear Mr. Sparks:

I want to acknowledge and thank you for your letter of the 5th instant following mine of the 1st., and referring to the press articles concerning the Gatineau. I have delayed a reply until the Commission met on the 15th when I could again test the feelings of the members as to their attitude on expropriations.

With thirteen members present, (a fully representative gathering) the feeling was unanimously in favour of a continuance of the present policy of non-expropriation except as a last resort in eliminating missing links in the chain of properties necessary for the Parkway system. The Commission is still firmly convinced that the vast bulk of the property required for the Parkway may be obtained without resorting to expropriation, a practice which has been, and is, bitterly assailed by an extremely vocal group of residents of the Gatineau area. It is felt that the evil result on public relations would much overbalance any gain which would accrue from a programme of expropriation.

Some distress was evident that you, as Chairman of the Gatineau Park Advisory Committee, should continue to advocate expropriation on a considerable scale despite the policy of the Commission as expressed to the public.

It has proved embarrassing to several members of the Federal District Commission, including myself, quoting the policy of the Commission to critics like Redmond Quain, to have their reply that it is hard to accept our statements that no expropriations are contemplated in the face of the views that you, as Chairman of our Advisory Committee, continue to express.

The Commission has asked me to convey to you its feelings in the matter and to ask you, in discussing the matter with the public, to make it clear that your views on expropriation are diametrically opposed to the unanimous views of the members of the Commission. I am sure that, despite the obvious gap which exists between your thoughts concerning expropriation and those of the Commission members, you will see the necessity for its request.



## JOINT COMMITTEE

The members also wished me to express to you their appreciation of the tremendous service that you have rendered to the Commission in connection with the Gatineau Park, as well as their regrets that you do not agree with them in matters of expropriation.

Yours very truly,

(sgd.) HOWARD KENNEDY.

Mr. Kennedy refers to the question of public relations. This has frequently been mentioned as a reason for not taking over private property in Gatineau Park. I suggest that there is no question of public relations involved. The only relationship between the owners of land within the Park area and the Commission is a business relationship which covers such questions as:

Does the F.D.C. propose to take over this land? If so when, and at what price, and under what conditions?

Thousands of maps have been issued by the F.D.C. showing that all these properties at Kingsmere and Meach Lake are within the designated boundaries of Gatineau Park. All of the property owners in that area have a direct financial interest in the plans of the Commission and under no circumstances should their situation be regarded as a matter of public relations. In fact it is no reflection on them to say that their interest may be in direct conflict with the public interest.

There is, however, a very important question of public relations in respect to the rest of the people of Canada. If the F.D.C. decides to allow privately owned land within the park area, the consequences of which would undoubtedly be to largely destroy the esthetic values of this project, and result in something second rate—although millions of dollars has been spent on it, then I think the public relation of the F.D.C. will be something for them to really worry about.

I replied as follows:

March 1, 1954.

Major General Howard Kennedy,  
Chairman, Federal District Commission,  
OTTAWA.

Dear Sir:

I have your letter of February 18th. There is one paragraph in your letter which you may have written under misapprehension, which reads as follows:

The Commission has asked me to convey to you its feelings in the matter and to ask you, in discussing the matter with the public, to make it clear that your views on expropriation are diametrically opposed to the unanimous views of the members of the Commission.

Let me say that never since I have been appointed as a member of this Committee have I made any public statement of any kind in regard to policy or plans for Gatineau Park. The reason was that our letter of appointment dated March 21, 1947, provided that

any statements to the public in regard to park development or policy would be in accordance with past practice be issued by the Secretary of the Commission.

This was a perfectly proper condition to impose and I have lived up to it.

There is another paragraph on which I would like to comment:

It has proved embarrassing to several members of the Federal District Commission, including myself, quoting the policy of the Commission to critics like Redmond Quain, to have their reply that it is hard to accept our statements that no expropriations are contemplated in the face of the views that you, as Chairman of our Advisory Committee, continue to express.

This might mean that I am forbidden to express my opinion *privately* on Commission policy and there is a suggestion that I may have said something to Mr. Redmond Quain which embarrassed you or others. I discussed the matter of Gatineau Park with Mr. Quain on only one occasion some months ago and I think it was before you had declared your policy on expropriation, and it was when by chance I sat beside him at lunch at the Rideau Club. He started the conversation on this subject and I did express my own personal view that there should be no privately owned land in Gatineau Park. While it is quite a long time ago I am quite sure that I said nothing that should embarrass you or any other member of the Commission.

My own views are well known to hundreds of people as a result of our Report of May, 1952. About two hundred copies were printed. Most of them went to the Federal District Commission for distribution. I sent out a few to friends and others to people who had assisted in working out the Report, many of whose names are mentioned in the Report. I thought they were entitled to a copy of it.

In an appendix to that Report I expressed the opinion under my own name that:

to carry out this project the Commission should use their powers of expropriation. If there is any legal obstacle to using such powers the Act should be amended.

I also expressed my own opinion at considerable length on the question of private property within the park area. I will, however, be most happy "to make it clear that (my) views on expropriation are diametrically opposed to the unanimous views of the Commission" as you suggest in your letter.

It is unlikely that I will have occasion to discuss the matter except with people who might be interested in the park. Most of them know my views already. I consider the question of expropriation and privately owned land within Gatineau Park is so closely related that they constitute one problem. The more I think of the matter the more I am convinced that the opinions which I expressed in our Report of May 1952 are still valid but I have no desire to embarrass the Commission in connection with the controversy which is now being carried on, on expropriation.

Yours very truly,

(sgd.) R. P. Sparks.

General Kennedy replied as follows:

March 12, 1954.

Mr. R. P. Sparks,  
140 Wellington St.,  
OTTAWA.

Dear Mr. Sparks:

On my return from Newfoundland I find your letters of March 1 and March 8 which I shall acknowledge in one letter at this time.

First, I shall make it a point to get together with you for a worthwhile discussion as soon as I return from a trip to western Canada which commences on Wednesday 17th and will end around the 24th or 25th.

Second, as to the mention in my letter of February 18th about your public utterances concerning expropriations in Gatineau Park area. It would have been more accurate for me to have said "to private citizens", rather than, "to the public", as I am well aware that you have not spoken to groups on the matter.

However, the facts are that property owners in the Kingsmere and Meach Lake areas are worried about the possibility of F.D.C. expropriation, and when confronted with our published public statements in the matter and when it is pointed out that no expropriations have occurred in recent years, they come back with the question, "How are we to take that when the Chairman of your Gatineau Park Committee is advocating it?"

I am convinced that in the recent stir caused by Aime Guertin's presentation to the Tremblay Commission we would have been involved in a losing battle with the municipalities and associations involved, as well as with the Quebec Government, if we had not been able to come back with a complete rebuttal of his charges concerning expropriation.

I believe you are aware that M. Duplessis as Attorney-General of the Province challenges the right of F.D.C. to expropriate property, particularly for Park purposes, . . . Under the circumstances, it cannot help being an embarrassment to the Commission to have you, the Chairman of our Park Committee, advocating expropriation, even privately.

While I, and, I believe, no member of the Commission, challenges your right to speak freely in the matter, we cannot help pointing out that, because of your Chairmanship of the Gatineau Park Advisory Committee, you may be construed as a spokesman for the Commission in advocating a course of action which is contrary to its *expressed* policy.

I shall be glad to discuss the whole matter at length upon my return, but whatever the trend of the discussion, I want to pay tribute to the thought, effort and valuable service you have rendered the Commission.

Yours very truly,

(sgd.) Howard Kennedy,  
Chairman.



On Major General Kennedy's return we did arrange a meeting and for about two hours we discussed not only the question of expropriation but the whole question of the development of Gatineau Park.

I wrote to the other members of the Committee reviewing my recent correspondence with Major General Kennedy and concluded as follows:

I explained to General Kennedy that the impression left with me by his letters was that I was *persona non grata* with the Commission on account of my views on expropriation and perhaps my resignation would be welcomed by the Commission. I pointed out to him that this would not be necessary as our Committee were appointed on a yearly basis and our tenure of office expired on March 31st. If the Commission wished to reappoint the Committee they could simply eliminate my name as a member.

..... I told him that I was not prepared to resign voluntarily without an opportunity of placing my views before the Commission. This he said he would arrange at some time in the near future. Whether the whole committee will be invited to meet the Commission again I do not know, although I would prefer it so and will so advise General Kennedy.

My reason for carrying on this correspondence personally is that I certainly cannot speak for the whole committee.

April 23rd, 1954

(sgd.) R. P. SPARKS.

In August, 1954, I attended a meeting of the Federal District Commission on the invitation of Major General Kennedy. I went over briefly the whole history of the development of the Gatineau Park, and again expressed the view that the whole project would be wrecked unless privately owned land were eliminated from the Park area.

Major General Kennedy again bitterly opposed expropriation proceedings and said that as a property owner at Kingsmere he would fight in court any attempt to expropriate his property. He repeated this statement 3 or 4 times, that he would take the matter to the courts rather than give up *his* property.

He was supported in this statement by one member of the F.D.C. The other members present offered no objection to the Chairman's statement, and from this it might be assumed that they would support him in taking court action to prevent expropriation.

The attitude of the Chairman is remarkable, particularly in view of the fact that he himself had written a letter to the Ottawa Journal on November 16th, 1954, less than 3 months after this meeting, defending expropriation proceedings in connection with the National Capital Plan. At this time the Commission had been criticized publicly by some land owners whose property had been expropriated. The letter was nearly 2 columns long, and reads in part as follows:

The F.D.C. is the instrument designated by Parliament to carry out this work. In order to carry it out, many private properties must be obtained and it is the duty of the F.D.C. to see that such is done. It is equally the duty of the F.D.C. to assure that funds allotted to it are wisely spent and that reasonable, but only reasonable, prices are paid for the properties purchased.

In order that the people of Canada, who provide the funds of the F.D.C., as well as the citizens of Ottawa may enjoy the great natural beauty of the area, it is necessary to have parks and drives located so that these beauty spots may be reached and enjoyed.

The acquirement of properties is aimed toward that end, and it does seem that the *interests of the individual must, in certain cases, be set aside so the interests and enjoyment of Canada's and particularly Ottawa's population may be promoted.*

That honest differences in opinion should occur as to sentimental values attached to property is inevitable, but such differences should not be allowed to frustrate the Capital plan.

From 1947 to November 1 of this year (1954) the F.D.C. has acquired 860 properties, exclusive of Gatineau Park.

There are still 140 properties included in the 860 mentioned above which are still under negotiations, and contrary to the statement in the letter, some of these are located in Hull.

Do not the statements made by General Kennedy apply to Gatineau Park in exactly the same way as they apply to the properties in regard to which he was making this statement? I think most people would agree that the Gatineau Park properties are much more important in relationship to the National Capital Plan than are many properties which the Commission has expropriated.

#### MR. DUPLESSIS ON EXPROPRIATION

The question may be asked—why is the Federal District Commission now opposed to expropriation? This brings up a statement made by Mr. Duplessis, Prime Minister of Quebec, four or five years ago. Unfortunately I do not know the exact date of Mr. Duplessis' statement, nor have I a copy of it, although I recall very well reading it in the newspapers at the time. As I recall it, Mr. Duplessis questioned the power of the Federal District Commission to expropriate land for park purposes, and this is confirmed by Major General Kennedy. I believe his reason for taking that position was based on the following legal aspects of the question.

The powers of the Federal District Commission are set out in "An Act respecting the Federal District Commission, Chapter 112, Revised Statutes of Canada 1952".

Clause 10(a) provides that:—

The Commission may purchase, acquire and hold real property within the National Capital District for the purpose of public parks or squares, streets, avenues, drives, thoroughfares, bridges or other structures;

and further provides in

Clause 16(3):—

The compensation payable in respect of the taking of any lands so vested in the Commission, or of any interest therein or of lands injuriously affected by the construction of the undertaking or works shall be ascertained in accordance with the provisions of the Expropriation Act.

It will be noted that expropriation must be made within the provision of the Expropriation Act, the relevant portion of which reads as follows:

#### REVISED STATUTES OF CANADA

1952

#### CHAPTER 106

1. (g) "public work" or "public works" means and includes the dams, hydraulic works, hydraulic privileges, harbours, wharfs, piers,

docks and works for improving the navigation of any water, the light-houses and beacons, the slides, dams, piers, booms and other works for facilitating the transmission of timber, the telegraph lines, Government railways, canals, locks, dry-docks, fortifications and all other property, which now belong to Canada and also the works and properties acquired, constructed, extended, enlarged, repaired or improved at the expense of Canada, or for the acquisition, construction, repairing, extending, enlarging or improving of which any public moneys are voted and appropriated by Parliament, and every work required for any such purpose, but not any work for which the money is appropriated as a subsidy only;

My recollection of Mr. Duplessis' statement was that it was questionable whether park lands were "a public work" within the meaning of the Expropriation Act. I am not a lawyer and will not attempt to deal with this point of law. I might point out, however, that in my statement in 1952 in regard to private ownership, after suggesting that all privately owned property within Gatineau Park should be taken by the Commission and added—"to carry out this project the Commission should use their power of expropriation and if there is any legal objection to using these powers, the Act should be amended".

In connection with the attitude of Mr. Duplessis it is most unfortunate that he was never consulted in respect to the National Capital Plan, although probably  $\frac{2}{3}$  of the 900 sq. miles included in the National Capital area are in the Province of Quebec. My information is that Mr. Duplessis is not opposed to the establishment of this Park in his Province. As a matter of courtesy the Prime Minister of Quebec should have been approached in the very earliest stages of the plan, and I think the fact that he was completely ignored may have influenced his attitude towards the Federal District Commission.

In so far as the legal aspects of the problem are concerned a reference to the Supreme Court would settle the argument as to whether or not the Federal Government has authority to expropriate land for park purposes. If the Supreme Court decide that the Federal Government had no such authority, Parliament might amend the legislation.

Mr. Duplessis' statement of course was welcomed by the property owners in Gatineau Park. Mr. Redmond Quain, the spokesman for the Kingsmere group, in a public statement, reported in the Ottawa Journal, October 24, 1953, said:

although he had been a supporter of the Liberal Government and still professed to be a Liberal, there seems no way of getting protection except by going to Mr. Duplessis.

It is most unfortunate that the Gatineau Park project has become mixed up in politics. When the General Report on the National Capital Plan, made by Mr. Greber, was officially submitted to the Government of Canada by the Federal District Commission in May, 1951, it was done at a private dinner at which I was present. There were present:

His Excellency the Governor General, Lord Alexander,  
The Prime Minister, The Right Honourable Louis S. St. Laurent,  
The Leader of the Official Opposition, The Honourable George Drew,  
The Leader of the C.C.F., Mr. M. J. Coldwell,

and a number of other prominent Canadians. All of the gentlemen mentioned above spoke in approval of the general idea of the development of a National Capital Plan. There was no hint of politics in any of their speeches. I think the Federal District Commission must share the responsibility of bringing politics into the Gatineau Park situation by completely ignoring the Prime Minister of Quebec, Mr. Duplessis, and I do not believe it is the fault of the Federal Government.



## PARKWAY COMMITTEE REPORT

About 3 years ago the Advisory Committee received information that the F.D.C. were ready to consider the building of a Parkway about 50 miles in length throughout the Park. In preliminary discussions with officials (not members) of the F.D.C. it became apparent that their ideas of this Parkway and the ideas of most of the members of the Advisory Committee were vastly different. As the building of a Parkway was an essential feature of any development of Gatineau Park, I asked for an opportunity to discuss this Parkway with the Commission. At a full meeting of the Commission I revealed the strong differences of opinion between the officials of the Commission and the Advisory Committee and suggested the setting up of a special committee of qualified men, with experience in this sort of thing, and completely impartial so far as this dispute was concerned. The Commission accepted this suggestion and from a number of names suggested both by the Advisory Committee and the F.D.C., a Committee of 5 men were selected. Their report included a recommendation in respect to land ownership. This is such an important statement that I am taking the liberty of quoting it in full:

While the exact route of the Parkway has not yet been established, its general direction has now been pretty well determined and it is evident that it will cross considerable land now privately owned.

In recommending the route of the Parkway the committee should be governed only by such scenic, engineering, and other considerations as will result in the best possible route without regard to privately owned land and buildings.

When the committee recently visited the United States to study park and parkway development, they discussed the question of privately owned land and buildings in National Parks, not only with officials from the Washington office of the National Parks Service, but also with engineers, land scape architects and park superintendents working in the field.

Opinion was emphatic and unanimous that it had proved to be impossible to properly develop a project of this character unless all privately owned land and buildings within the boundaries of the park, interior or exterior, were acquired.

Some of the reasons follow:

Private ownership will involve: complicated boundaries, making the game warden's job difficult; increased expenditure for grade separations and access roads; construction of unsightly parallel service roads; unreasonable fencing costs; elimination of some of the finest sites from public use.

Private ownership will bring uncontrolled subdivision of land, with the probability of gerry-built houses, neon signs, plastic palaces, amusement parks, stock car speedways, questionable "Tourist Accommodations". Subdivision means greatly increased population which leads to organization of pressure groups to request increased services, scheduled bus lines, additional winter plowing, and many special privileges. Pressure groups inevitably create difficult situations between park authorities and the administrations of the municipalities and the Province. Private ownership will be accompanied by disregard for park laws, and vandalism. Weekend visitors will be frustrated when coming across private holdings.

Owners will resent infiltration and will resist the construction of Park developments near their boundaries. Fire hazards and fire protection costs will be greater. Dogs cannot be controlled. Conservation of wild life will be hampered.

These are only a few of the reasons for the elimination of private ownership.

Newton B. Drury, when director of the National Park Service of the U.S.A. wrote: "Though these in-holdings represent only two and three quarter per cent of the gross area of the system, the handicap they impose is out of all proportion to their extent, and the problem they create is one of the most serious facing the National Park Service."

Probably the greatest hazards are those which we cannot now foresee.

It is axiomatic that a small incongruity can deface a lot of beauty. A classic example is the plate glass auto showroom complete with fluorescent painted paper streamers. This advertising, by its presence adjacent to the Pretoria Bridge, represents a blotch on the entire Ottawa Driveway System which does not go unnoticed or unmentioned by a large percentage of our visitors. Lack of foresight in acquiring or controlling that property should serve as a continuing example of what could happen to a disastrous extent if all land within the boundaries of the Park is not acquired and controlled.

Every mile of the Parkway which is built increases the value of the private lands towards which it reaches. Delay can provide no gain.

The Committee strongly recommends that all lands within the general boundaries of Gatineau Park be acquired for public ownership. Properties required for specific, major projects, should be obtained by clear purchase. It is obvious that steps should be taken immediately to prevent further settlement or building development before outright purchase can be made.

Here is the opinion of five competent and experienced men, most of whom have been interested in Parks and Park development for most of their lives, not only in Canada, but also in the United States. In spite of this report the Federal District Commission is following a course which ignores their advice.

#### MR. GREBER ON LAND POLICY

When the Advisory Committee's Report (Exhibit A) was sent to the F.D.C., Mr. Greber was in Paris, and a copy of this report was sent to him for his comments. Generally speaking Mr. Greber's comments were favourable to the Committee's report. In respect to land policy he had this to say:

It is true and most desirable that the enjoyment of a public park should not be hampered by private encroachments, and that the ultimate conditions of the ideal achievement of the park is the elimination of all private property within its limits.

Further:

It is likely that an invasion of summer cottages and week-end chalets, cabins, noisy refreshment or recreation shelters, conspicuous parking lots and publicity signs would transform a lovely and restful scenery into a *hellish disorder*. This is not an exaggerated prospect, as the case may already be observed on certain parts of Meach Lake and Kingsmere regions.

Meach Lake, as very well stated by Mr. Sparks, is the largest and the nearest lake to the Capital and must be gradually freed of all obstacles to a fully organized public enjoyment.

The importance of this lake was recognized in any development of a National Capital Plan as long as 50 years ago when the report of Mr. Frederick G. Todd specifically recommended that both sides of Meach Lake should be cleared of all buildings.

Our report had referred to the necessity of "Unity" in planning the Park. On this Mr. Greber said:

For the sake of keeping the natural beauty, the wild appearance of that part of the Laurentian Hills, the landscape designer and the architect should refrain from any attempt of artificial decoration. Every structure, whatever it be, bridge, fence, sign, teahouse, hotel, cabin refreshment stand, etc., should be harmonized to its natural environment by its simple lines, its blended colours, by the choice of its building materials, taken directly from the ground.

### ALGONQUIN PARK

Here is an interesting parallel to which reference might be made. An article written by Fred Bodsworth in McLeans' Magazine of June 1, 1954, under the heading "Can They Save Algonquin Park" indicates that the Ontario Government have at long last recognized their mistake in allowing privately owned land and buildings within the borders of Algonquin Park.

A few quotations from this article would appear to be appropriate. At the very start of the article the author says:

For wherever accessible wilderness areas remain, there are always persons who see them only as wasted resources to be turned into dollars.

This is what will happen—in fact what is happening—to Gatineau Park if private owners are allowed to retain their property.

The article continues:

This spring the park's administering agency, Ontario Department of Lands and Forests, suspended all leasing of land in Algonquin while the policy toward future development is studied. The suspension is temporary but officials say there is a possibility that no more cottages and lodges will be permitted, and that *over a period of years those already there will be gradually removed.*

Since this article was written this policy has been adopted.

The article quotes Campbell Dalglish, Chairman of the Parks Committee of the Federation of Ontario Naturalists, an Association which claims that Canada must preserve more wilderness areas before it is too late:

It is unfortunate that any lodges or private cottages were ever allowed to get established in Algonquin Park. As a public park it belongs equally to every citizen of the province, but cottages and lodges are special privileges for the few who can afford it.

The whole article emphasizes and support the opinion of the majority of the Advisory Committee of Gatineau Park.



## EXPROPRIATION OR PRIVATE PURCHASE

It may be said that it is of no importance whether private property within the Park be taken over by way of expropriation or by way of free bargaining. In so far as Park development is concerned this is quite true, but the Commission have stated that they will "continue to purchase any property within the Park area which is available at a price which it considers *reasonable*". I know from private sources sufficient about the asking price of some of the owners to make me feel quite certain that they will have to pay very much more than "reasonable prices". The result I am convinced will be that thousands of acres of land which should be included in the Park will not be purchased at all on account of the high prices asked. Owners of land realize their position under the present policy and are asking prices which are beyond all reason. Some of the asking prices are, in my opinion fantastic.

In considering land values in this area the basic fact which should constantly be kept in mind is that the Commission purchased the first 16,000 acres at less than \$10.00 an acre. It will be said that this was before the second world war, and that due to inflation, prices of everything have advanced. This is quite true, but the condition generally is that prices have about doubled, so that \$20.00 an acre might be taken as an average present base price.

Consideration should be given to the fact that much of this area is woodland which has been cut over within comparatively recent years. In regard to the most of this land its only value is based upon the amount of fuel wood it will produce. Once it is cut clean, which is the case in many areas, it has absolutely no commercial value until it is reforested by natural process. It will not reach its former value for 50 years or more, so that the ordinary economics of inflation do not operate in the same way as they do in respect to other goods and services. Even taking \$20.00 per acre as a base price, the price being asked, and some of the prices now being paid, are many times this figure.

In connection with the value of properties in this area, I would suggest that the Committee ask the Federal District Commission to prepare a map showing by lot number the cost per acres of all lands purchased and the date of purchase, in the park areas close to the City. This should cover all lands purchased in the Townships of Hull West and Hull South in so far as they are included in Gatineau Park. In such a statement it would not be necessary to include small parcels of land which might include summer cottages or other structures. Most of the eighty thousand acres included in the area is bushland and it would be interesting to obtain a comparison of costs of this type of property, in large blocks, over the years during which the Commission has been buying land. There would be a few cases in which a comparatively large block of land, say 100 acres, or more, would include one or more houses, and other structures. In such cases the value of any structures should be deducted from the total price paid, so as to arrive at a price per acre for the land itself. I understand the Commission always separate the value of structures from the value of land in determining the purchase price.

Different colours might be used on this map. For example the 16,000 acres purchased before the war might be shown in one colour. Another colour might be used to show the land purchased after the war and up until the commencement of building the road which ultimately will form the entrance to the Park. Another colour might be used to show the land purchased since the building of this entrance, and up to date.

It would also be interesting to know the asking price for land still privately owned in this area. It would perhaps be improper to suggest that asking prices be shown on a map, but the Commission might supply such figures confidentially, making note of the lot numbers, etc., so that the area could be identified on the map.

Over the years I have made a number of suggestions which would have provided for special consideration to the owners of cottages in Gatineau Park which have never been offered to other owners of property whose land has been expropriated for the purpose of the National Capital Plan. However, any policy adopted by the Commission must have as its ultimate objective the elimination of all privately owned land within the park area.

An interesting incident happened recently which reveals the state of mind of the people of Kingstere. In January, 1955, a group of people from Ottawa, and some of the summer residents of Kingstere, organized what they call the "Kingstere Festival and School of Arts", whose object, as stated in the newspapers, was to present plays and to operate ballet dancing and art schools in the Kingstere area, also to give consideration to band or orchestra concerts.

All of these activities are the sort of thing that might very well be carried on in Gatineau Park as long as they are well done, and the names of many of the people associated with this movement are some guarantee that such will be the case. This however did not appeal to the Kingstere Property Owners Association who held a protest meeting and passed a resolution opposing the proposal. A spokesman for this Association is quoted in the Ottawa Journal of February 14th, 1955, as saying:

There has not been one dissenting voice and we have sent copies of this resolution to all cottage owners and steady tenants at Kingstere. Traffic is bad enough now without our Sunday afternoon privacy being invaded by people coming to listen to band concerts.

Their report goes on to say that the Association regarded these activities with "deep concern", and stated that "the lake at Kingstere is privately owned", although they must have known that this was not the case.

They complained that some of these activities would undoubtedly be disturbing to the residents, and harmful to their *interests as property owners*. It should be noted that most of these activities would be carried on at the estate of the late Mr. Mackenzie King, which he donated to the people of Canada as a public park.

This protest is consistent with the attitude of the Federal District Commission almost from its inception nearly 20 years ago.

#### GENERAL POLICY RE GATINEAU PARK

My criticism of the F.D.C. is that they have never appreciated the possibilities of the Gatineau Park area, and the part that it should play in the National Capital Plan. They appeared to be like a good many other people who regarded this Park of nearly 80,000 acres as a place to hold picnics in the summer and to ski in the winter, and not very much more than that. Certainly Gatineau Park can be used for both of these purposes, the beneficiaries of which will be pretty well confined to the people of the immediate surrounding district in Ottawa and Hull, but I take the liberty of suggesting that these activities are very secondary considerations, and in the report of the Advisory Committee we endeavoured to present Gatineau Park as something a great deal more than a place of recreation for the people in the immediate vicinity. I doubt if Parliament would have been willing to provide millions of dollars of public money for these purposes only.

In our report of 1952 (Exhibit A) we laid down what we felt were two basic principles which should govern the development of Gatineau Park, as follows:

1. We must preserve and enhance the natural beauty of the area. Any structures or present developments within the area which conflict with this objective should be removed.



2. If the Park is to achieve its true purpose it must be developed in a manner which will be truly national in spirit. Here we can retain for all time something closely associated with the story of Canada. All developments or points of interest should be truly Canadian in character.

The Federal District Commission have constantly opposed the suggestion contained in the first paragraph, and have given no evidence that they appreciated the suggestion contained in the second. Their policy will lead to a development which will be shabby and second rate, and I am convinced that this is not the desire of the people of Canada who have endorsed the proposal for the development of a National Capital in keeping with a great and growing nation.

The Federal District Commission has never given any indication that they are interested in creating something truly Canadian in character. Let me quote an example. In perusal of the report of the Advisory Committee (Exhibit A) it will be noted that the Committee had given a good deal of consideration to the idea of recreating in the Park some examples of pioneer life in Canada. Three projects were given consideration by this Committee:

1. The reconstruction of the original pioneer settlement established by Philemon Wright, the first white settlement in this part of the country, where Hull now stands.

2. The reconstruction of a Fur-trading post. In the early days the Hudson Bay Company, the Northwest Company and John Jacob Astor were active in this area.

3. The reconstruction of an original type lumber camp. The Ottawa and Gatineau area was a centre for the early lumber trade.

We set up a very able sub-committee whose names are listed on page 20 of the report. After making some reference to the proposal in respect to pioneer life, we said;

As it is extremely difficult to deal adequately with this proposal in the limited space of this report, perhaps the Commission might be willing to appoint a sub-committee of your Commission which could meet with our special Committee at which time a great deal more information could be given.

The Commission did not appoint a sub-committee, although I canvassed a number of the individual members to find out if they would act on such a sub-committee, with no success.

But, later, when a couple of promoters approached the F.D.C. with a purely commercial profit-making scheme to develop a large scale skiing centre, which would have ruined the esthetic values in one of the most charming spots in the whole Park, the Commission set up a sub-committee who devoted a great deal of time to this project. Whether it is going ahead or not. I do not know. I mention this fact simply to illustrate the lack of interest by the F.D.C. in a purely Canadian project which could have been made one of the most interesting features of the whole National Capital plan.

I shall not at this time enlarge on the recommendations made by the Committee, which I now realize could have been much improved, but I do suggest that this report might form the basis of a more complete and detailed outline or plan for the future of this great project.



In our report of 1952 we quoted from a statement by Mr. G. M. Trevelyan, a noted British writer and philosopher, which began with the words which now are engraved in stone over the entrance to our own Parliament Buildings;

Without vision the people perish

It seems to me that if there is one particular attribute which is conspicuous by its absence in the operations of the F.D.C. it is "vision".

There is danger that if the present policy of the F.D.C. is followed this area will develop into a sort of glorified amusement park with everything from tent shows to souvenir stands selling Canadian souvenirs, made in Japan or Czechoslovakia. If privately owned land is permitted the F.D.C. completely loses control of the area.

My own conception of Gatineau Park has always been that it was much more than a place of recreation for people living in this locality. It should be developed as an outstanding part of a National Capital in which all Canadians would take pride, and in a manner which would impress on visitors from foreign countries that Canada is a great nation, not only because of her great natural resources and industrial achievements but whose people have an appreciation of esthetic and cultural values.

One of the main objectives of the National Capital should be to impress visitors from foreign countries. Mr. Greber in his report stressed this aspect when he said:

The task of the National Capital Planning Service, in charge of technical studies, was clear:

To give to the fundamental functions of the Capital elements essential to its expanding activities, parliamentary, governmental, diplomatic, social, and intellectual life, within a frame of dignity and hospitality as hosts to its innumerable guests, official dignitaries, delegations to national and international conventions, and summer or winter tourists.

The Parkway Committee in their report refer to what in their opinion was "the primary function" of Gatineau Park when they said:

*Object*—Gatineau Park is a unique and essential feature of the whole plan for the National Capital of Canada. As such, its primary function is to preserve and present to visitors from other parts of Canada and foreign countries, scenery, recreational opportunities, and cultural subjects which are characteristic of the region and which will impart to them a sense of the beauty, wealth, and breadth of territory which our country possesses.

Both of these quotations emphasize the effect on foreign visitors of the National Capital, and as Gatineau Park can be made the most important esthetic feature of the whole plan, its importance must be recognized.

I recall when on two occasions this was forcibly impressed upon me. A couple of years ago there was a meeting in Ottawa of the Empire Parliamentary Association which brought together delegates from all parts of the Empire, and some from foreign countries. As part of the entertainment they were taken up to Gatineau Park in buses, and I happened to be in Old Chelsea at the entrance to Gatineau Park when the cavalcade passed. They followed a route through the Park cluttered with cottages, shacks, garages, etc., and were taken to the former home of the late Mr. Mackenzie King, which is right beside a number of decrepit old summer houses, etc.

Last year there was a meeting in Ottawa of the nations interested in the Colombo Plan. Again this shabby locality was chosen as their place of entertainment.

This is a pleasant location, but not by any means outstanding. There are dozens of spots in the Park with far better panoramic views of lakes and hills typical of the Canadian scene.

Although the F.D.C. has been working for 20 years on this park area, and have spent millions of dollars, Canadians should not feel that they have to be ashamed of what they have to offer to visitors in this magnificent park land, adjacent to the National Capital. The policy of the F.D.C. is to retain all this ugliness and disorder.

The Committee in its report (see Exhibit A) suggested the building of a special chalet for just such occasions at a beautiful site which the F.D.C. is considering turning over to commercial exploitation, to which reference has already been made.

The point I am stressing is that the use of this magnificent heritage should be planned, keeping in mind its effect on visitors from all parts of the world.

In developing the National Capital area it was inevitable that the funds available would be used mainly for utilitarian projects such as streets, railway removals, bridges, buildings and even sewers etc., but Gatineau Park should be a demonstration that the esthetic features of the plan were also important. Mr. Greber had this constantly in mind as his report demonstrates. My complaint is that in dealing with Gatineau Park, which Mr. Greber said is *"really the essential feature of the whole plan for the National Capital of Canada"*, the Federal District Commission have allowed the selfishness of a comparatively few land owners to interfere with the proper development of this project.

The 50 mile parkway which is now being planned, may be developed as the most interesting and beautiful 50 mile drive in the whole of Canada. In 10 minutes, after leaving the Parliament Buildings, the visitor will cross the Ottawa River close to the exact spot at which Philemon Wright, the first white settler, established his colony in 1801. Here they will plunge into a wilderness of 80,000 acres of wooded mountains, lakes and streams, teeming with wild life, and not much different from what it was when Wright first saw it. They will pass through pine woods which will remind the visitor of the early days of Canada when the white pine of the Ottawa Valley laid the foundation of the great lumber industry for which this valley became famous. On the higher slopes the scene will be varied, particularly in the fall, by the foliage of the hard woods, maple predominating, which clothes the hills then, as now. They will travel through these hills and valleys which form part of the pre-cambrian shield, said to be the oldest exposed rocks on the face of the earth.

The Parkway will take them to many over-looks, providing vast panoramic views of lakes and wooded hills. They will reach the top of an escarpment which falls almost perpendicularly for more than a thousand feet. This escarpment follows the Ottawa River for 15 or 20 miles, and is mentioned by Champlain in the report of his trip up the Ottawa River in 1613.

Below them they will see another aspect of Canadian life. A magnificent pastoral scene on the flat of fine agricultural land, between the scarpment and the river, dotted with farm homesteads and surrounded by fields and wood lots.

On their return to the City, from some of the higher hills, they will see in the distance the smoke stacks of the great pulp and paper mills, and other industries, in Ottawa, Hull and Gatineau Mills, recalling to their mind Canada's great industrial development.

This Parkway will make it possible to remind the visitor of Canada's great Mining industry. As shown in the report of the Advisory Committee, this area "has long been noted for the variety and beauty of its minerals and rocks". Samples of more than 20 varieties of minerals have already been collected from the park area. At open cuts along the parkway where any of these minerals occur, signs will be erected telling the story of the particular mineral formation shown, and of the precambrian shield generally.

Throughout the Parkway there will be many points of interest. Although not immediately on it, but accessible by short loop roads, there will be picnic grounds and other places of recreation, houses and other structures showing the life and work of the pioneers. Nature trails and nature museums illustrating the natural phenomena of Gatineau Park in its many aspects. Handicrafts and folk art, and many other points of interest concerning the history, the arts, culture and life in Canada.

Here, in a two hour drive, the visitor can glimpse, in miniature, the whole Canadian scene.

The planning of this Park, and its creation, over the years, should command the services of the most creative minds in Canada so that in future years visitors to Gatineau Park, from other parts of Canada, and from other countries throughout the world, will realize that the Canadian people appreciate the esthetic and the cultural, as well as the utilitarian.

#### ORGANIZATION OF THE FEDERAL DISTRICT COMMISSION

One of the reasons that little if any progress has been made in the development of Gatineau Park is the type of organization under which the F.D.C. operates. The F.D.C. is composed of 20 representative Canadian citizens, 10 of them from Ottawa and Hull district, and the other 10 being one from each Province of Canada. They receive no compensation except out of pocket expenses. The members are professional and business people including two women. Many of them are eminent in their own particular field. Nothing in this memorandum is intended to be critical of them individually or collectively. Such an organization is desirable in planning the National Capital, but I recall the comment of one gentleman who was at one time a member of the F.D.C. which, I think, is of some importance. He said that he considered his appointment to the F.D.C. as largely honorary, which it is. He said he attended meetings and took part in the discussions, but had made no close study of the project. He had confidence in the Chairman, whom he felt had opportunities of studying the project and consulting with experts, which were not open to him, or at least which he had no time to undertake. He did not feel, therefore, that he was competent to oppose seriously recommendations made by the Chairman.

He confirmed the opinion I had always held, that the F.D.C. was largely a one man show; this is almost bound to be the case in an organization of this type.

The Chairman is also an honorary appointee and is unpaid.

I have been in contact with F.D.C. for about 20 years and have seen three gentlemen occupy the position as Chairman. The first was the late Mr. F. E. Bronson, a fine public spirited citizen, a friendly and kindly man with many other interests. The second Chairman was Mr. Duncan MacTavish, a



lawyer with a large practice, the Director of many companies, and very actively interested in politics. The third is the present Chairman, Major General Howard Kennedy, a consulting engineer with a large practice.

None of these gentlemen could devote more than a limited amount of time to the business of the F.D.C. Recently, for instance, Mr. Kennedy has been acting in an advisory capacity for two large projects, the first being the conservation of the eastern slopes of the Rocky mountains—the second has to do with the conservation of the timber resources of Newfoundland. He told me himself that he had spent most of last summer commuting between British Columbia and Newfoundland.

Now what is the job of the Chairman of the F.D.C.? In my opinion it is at present one of the most important in Canada. It should not be a part time job. The practical rebuilding of a National Capital is something that has never been done on this continent. Since the war Europeans are familiar with this type of undertaking. In Great Britain three voluminous reports were made after the war, concerning the re-planning of great cities and land use in less populated areas. Fortunately the need of replanning the Canadian Capital was not the result of war, but was the result of a decision made by Parliament that the National Capital should be replanned with a view of making it reflect the great importance of this nation. The supervision of this undertaking was put in the hands of the Federal District Commission. They have the advantage of having a plan worked out by Mr. Greber. Everyone appears to agree that it is an excellent plan, but the execution of the plan is in the hands of the F.D.C., and owing to the type of organization, the executive direction of this great project is in the hands of the Chairman of that body.

Since the plan was announced changes have been made in it. From time to time other changes may be made. This was expected even by Mr. Greber, so that the expenditure of many millions on this plan is, in itself, a job which calls for extremely important decisions from day to day. It calls for executive abilities of the highest order. It is largely a creative job even although there is a plan to work to. It should be a highly paid job, and Canada should be searched for the best man to undertake this task. Above all it needs vision and imagination. I am convinced that a paid, full time, Chairman would save his salary many times over. The Chairman should be free of all personal or political influences.

In conclusion I respectfully submit that the foregoing statement demonstrates that the public interest has been largely overlooked in respect to the land policy, and in policies generally, of the Federal District Commission, in planning Gatineau Park. I suggest that personal, financial and political interests of land owners in the area exercises undue influence in the making of policy in respect to this great project. I am hopeful that as a result of giving publicity to these facts the Federal District Commission will reconsider their present policies and in future regard the public interest as their only guide.

My association with the F.D.C. has been in respect to only one aspect of the National Capital Plan. There are other Committees, both general and special, dealing with other aspects of the plan, of which I have no knowledge.

All of which is respectfully submitted.

R. P. Sparks.

## THE OTTAWA JOURNAL

May 17, 1955

## GATINEAU PARK POLICY UNCHANGED

F.D.C. Reaffirms Stand That There  
Will be No Expropriations

The Federal District Commission today reaffirmed its policy that "no effort has been made or will be made to expropriate property in Gatineau Park except in the construction of driveways or other essential works."

In a statement replying to charges made by R. P. Sparks, former chairman of the one-time Gatineau Park Advisory Committee, the commission said it has acquired 44,000 acres in Gatineau Park by purchase at a total of \$2,060,119. This 44,000 acres represents 60 per cent of the 75,000 acres required for the ultimate development of the park.

The F.D.C. released the following in reply to Mr. Sparks:

(1) The Federal District Commission recognizes the great services Mr. Sparks had performed in the creation of Gatineau Park and compliments him on his foresight and the continued interest he has taken in the development of Gatineau Park since its inception.

(2) The Commission, however, sincerely regrets the fact that Mr. Sparks apparently has not been able to accept the commission's viewpoint concerning property expropriations within the park area, and stresses the fact that the F.D.C. is the organization which has to decide policy and accept responsibility for the carrying out of the National Capital Plan.

(3) It is also stressed that Gatineau Park is only one of many projects in the National Capital Plan which have had to be carried out simultaneously and that the funds available have to be divided between the various projects undertaken. For example, the removal of the cross-town tracks and related activities having to do with the construction of the Queensway Limited Access Highway, have to date cost the commission over five million dollars, and upwards of 10 million is committed in the next five or six years to complete the railway revision program foreseen in the immediate future.

Mr. Sparks has not mentioned in his brief the amount of land acquired by the F.D.C. in Gatineau Park over the past four years. Since 1951, by fiscal years, it is as follows:

1951-52 .....	5,717 acres
1952-53 .....	3,608 "
1953-54 .....	5,343 "
1954-55 .....	2,629 "

(4) Payments to the previous owners for the total of 17,297 acres acquired since 1951 totals \$1,072,479. The total expenditure on land acquisition in the park up to March 31, 1955, including legal and survey costs, is \$2,060,119.

The total land acquired is 44,000 acres. As the planned park area is about 75,000 acres this means that the F.D.C. has now acquired practically 60 per cent of the area required for the ultimate development of Gatineau Park. All these later land acquisitions have been carried out

without expropriation proceedings. The land is purchased on an appraisal basis, and the F.D.C. offers the same amounts for properties which it considers it would have to pay if expropriation proceedings were undertaken.

(5) Despite the impression created by Mr. Sparks, the commission has a definite policy with regard to land acquisition in Gatineau Park.

This policy, as stated by the commission in 1953 is as follows:

#### On the Record

The Federal District Commission, realizing that there is some uncertainty in the minds of property owners within the Gatineau Park area as to the attitude of the Commission toward purchase of private property, wishes to place on record its policy toward acquirement of land within the area. No effort has been made or will be made to expropriate property in Gatineau Park except in cases where such property is required to facilitate the construction of driveways or other essential works. There is no intention of altering this practice. On the other hand, the Commission has purchased and will continue to purchase any property within the Park area which is available at a price which it considers reasonable. Municipalities will be adequately compensated for loss of tax revenue because of acquirement of property by the Commission.

In view of the fact that the shoreline of a number of the lakes, such as Meach Lake and Kingsmere, within the park area are privately owned, it is proposed to maintain Harrington Lake, the shoreline of which is wholly owned by the Commission, in its natural state.

- (6) With regard to Mr. Sparks' contention that the Commission has proceeded with the development of Gatineau Park without any consultation whatsoever with the Government of the Province of Quebec, the Commission points out that when the decision to create the park was taken, the Commission consulted Mr. Godbout, the then Premier of Quebec, and had extensive and cordial discussions with the premier and the heads of the Quebec Provincial Departments concerned in the project. The Government of the Province of Quebec co-operated to the fullest extent with the Commission when the park project was first launched.

Furthermore, the present chairman of the Commission has called on Mr. Duplessis twice within the past two years and has had friendly and fruitful discussions with him. Mr. Duplessis gave the chairman no impression whatever that he felt he had been ignored by the Federal District Commission.

- (7) Throughout his brief Mr. Sparks creates the impression that members of the Federal District Commission are "yes men" for the chairman. Anyone who knows the commissioners who number 20 and are representative of all the provinces, and who is familiar with the way that business is conducted at commission meetings, could never form such an opinion.

#### Denies Charge

- (8) With regard to the statement that FDC policy has led to land speculation in the Gatineau Park area, the Commission is not aware that there has been any such to speculate in properties within the park area as a result of its activities.



Furthermore, the Commission has not and does not propose to meet exorbitant offers for properties within the area of its activities. For example, a property, which recently changed hands, was first offered to the Commission, but the price, including the residence on it, would have placed the Commission in the position of paying at the rate of \$30,000 per acre for the land involved. As this did not seem reasonable, the Commission did not purchase the property. The Commission feels that many instances of this kind would occur if a policy of wholesale expropriation had been undertaken.

#### Not an Owner

- (9) The Commission's chairman, Major General Howard Kennedy, does not own and never has owned any properties within the boundaries of Gatineau Park. His wife did inherit a property at Kingsmere which has been in her family for over a half century, and it is this that probably gave rise to the impression that the chairman was a property owner in the park.
- (10) The remarks attributed to the chairman by Mr. Sparks which indicate that General Kennedy believes in one policy concerning the property of the general public and a different one for his own property arose because of a previous statement made by Mr. Sparks in which he advocated the possibility of setting up a diplomatic colony in Kingsmere on property expropriated by the Commission from the present owners. The chairman made and repeated the statement that under such circumstances if he were a property owner he would fight expropriation—in other words, he did not see that the Commission would be justified in expropriating private property for such a purpose.

The above statement has been made for the purpose of awarding to Mr. Sparks the credit which is due him for his splendid efforts in the past and to keep the record straight as his memorandum does not fairly represent the situation. No effort will be made to answer all the points raised by Mr. Sparks in his memorandum and the Commission is content to let the matter stand on the basis of the correspondence with Mr. Sparks, which is contained in his memorandum.

#### Statement by R. P. Sparks in reply to a Statement made by the Federal District Commission on Tuesday, May 17, 1955 in respect to the development of Gatineau Park

I have read with interest the statement issued by the Federal District Commission commenting on a memorandum which I had prepared criticising the Commission for their handling of the development of Gatineau Park. This memorandum had been prepared for submission to a Joint Committee of the Senate and the House of Commons, the appointment of which had been forecast in the Speech from the Throne. My original purpose in making this statement public was to bring some public pressure to bear to get this Parliamentary Committee actually in motion.

I do not think the matter will be settled by newspaper controversy but before such a Committee I could be cross-examined on my allegations and the Chairman and officials of the Federal District Commission could be called as witnesses to give evidence and produce documents in defence of their policies.

I would like, however, to make a few comments on the statement just issued by the Commission. At least half of it is entirely irrelevant, a large part of it evasive and much of it confirms the statements which I had made.

I had charged that during the past twenty years land owners in the Gatineau Park had prevented the proper development of the Park. I still believe so and that this can be established. There was no denial of this in the statement of the Federal District Commission.

In my statement I quoted from a letter I had written to the Federal District Commission suggesting that as a result of the Commission's policy "the whole lower end of the park has been turned into a paradise for land speculators". The Federal District Commission's statement proves this is true. They mention one case in which the ownership of property had recently changed hands and that the present owner had asked the Federal District Commission to pay him \$30,000 an acre for this property. While this is the worst case I have heard of, there are many other properties for which exorbitant prices are being asked. I had suggested to the Commission that—

this whole park scheme will be wrecked unless you obtain powers of expropriation and exercise these powers. The other alternative is, tremendous expenditure of money for the benefit of a few land owners, some of whose property is almost worthless without the parkway.

It should be noted that the Commission are now building a five million dollar parkway through thousands of acres which are privately owned.

The Commission say that they are not going to buy this property at \$30,000 an acre. I do not know just where it is but I presume it must be important in relationship to park development. How are they going to get it and many other pieces of property for which they have been asked ridiculous prices, except by expropriation?

The Commission referred to my statement that the Prime Minister of Quebec, Mr. Duplessis had not been consulted in regard to the National Capital Plan although about two-thirds of the National Capital area was in the Province of Quebec. The Commission in their statement now say that they consulted with Mr. Godbout, a former Prime Minister of Quebec but they could not have consulted Mr. Godbout about the National Capital Plan because he was defeated in 1944 and the National Capital Plan was not proposed until 1945 when Mr. Duplessis was Prime Minister. This is a rather stupid evasion of the facts. The statement goes on to say that the Chairman of the Federal District Commission called on Mr. Duplessis twice within the past two years but this was long after the National Capital Plan was completed. The statement also says that General Kennedy had "friendly and fruitful discussions" with Mr. Duplessis last year. What did he discuss? As a matter of fact General Kennedy told me himself that he went to Quebec in an effort to get Mr. Duplessis to co-operate in making expropriation possible even to the extent of asking Mr. Duplessis to do the expropriating himself and the Federal Government would pay for the lands expropriated but he failed in his mission.

This might have been a satisfactory arrangement but as I reported in my statement, at a meeting of the Federal District Commission last August at which I was present, General Kennedy violently opposed expropriation and said that he would fight in court any effort to expropriate his own property. It would seem to me that holding this view General Kennedy was the wrong man to send down to see Mr. Duplessis. General Kennedy now tries to draw a red herring across the trail by saying that it was on another occasion that he said he would fight expropriation. He may have said it at that time but I have no recollection of it. It does not matter anyway but simply makes the situation worse.

The Federal District Commission say that they have not sufficient money to go ahead and complete the job. This is just what I have been anticipating for years and talking about for years. They have deliberately allowed the price of property to get so high that now they cannot afford to buy it. It was not always that way. In 1947 the Chairman of the Federal District Commission wrote me a letter in which he said:

It is the desire of the F.D.C. to extend this area to embrace some 50,000 to 60,000 acres at least and the F.D.C. now has funds available for this purpose.

About the same time the government issued an Order in Council authorizing them to expropriate the very land which is now being held by speculators for exorbitant prices.

The Federal District Commission charges me with creating the impression that members of the Commission are "yes men". I do not think anyone could take that meaning out of my words. I did suggest that certain information in regard to two of the most critical decisions ever made by the Commission, which should have been before them, was not given to them. I asked the Chairman if they had been given this information and I have never had a reply, although the matter has been discussed for more than a year.

I shall not attempt to analyse the statement of the Commission but I submit that it is no answer at all to the statements I have made.

I would like to thank the Commission for some kind words in regard to my efforts "in the past" in the interests of Gatineau Park and I would like to add that in undertaking the unpleasant task of reviewing the past actions of the Commission I am doing so only in the interests of this project in regard to which I have been active for the past 20 years.

The Federal District should now go to the Prime Minister who is the Minister in charge of their operations and urge him to set up the Parliamentary Committee which the Speech from the Throne indicated would investigate the affairs of the Federal District Commission.

The WITNESS: Mr. Chairman and gentlemen, I might be permitted to say a few words in advance of Mr. Younger reading an abstract of the brief.

First of all, I would like to thank you for allowing us to read it in. I came in this room the other day and I found that I did not think I could read 25 pages of single spaced typewriting so I got Mr. Younger to read it. However the situation has changed a little today.

I had prepared a brief a year and a half ago to present to a committee which had been proposed at the last session of parliament, but this committee was appointed. I find no real reason to change it. It deals with Gatineau Park, as you probably know.

In discussing with Mr. Chairman here a few weeks ago we thought the brief would take quite a long time to read, and the pipe line debate was on. He said, "Perhaps you could cut it down". What I did was make what is called an abstract, which I thought was all I was to be allowed to read today. Now I am pleased to see that you are going to publish the whole brief. My abstract is a little longer than I would have made it if I had known the actual brief was going into the record. I have cut it down a little, while sitting in the corner, but it still has perhaps some repetition from the brief.

I am a little disappointed, not on my own account, but on account of the particular project, to which for 22 years I have devoted a great deal of time. Mr. Greber's evidence came before you, and somebody asked about the Gatineau Park. If I may repeat his words, "The Gatineau Park is unique



in the world". I would hazard the opinion that after 50 years from now the whole national capital plan is concluded the most notable thing in it will be the Gatineau Park. Our 80,000 acres; mountains; streams—40 lakes. It can be made a marvelous exhibit of Canada. It can be made something quite out of the ordinary. Mr. Greber said, "Nothing in the world like it".

Senator REID: Oh, there is in British Columbia. You cannot go too far.

Mr. MANG: There are too many mountains there.

Senator REID: There are in British Columbia.

The WITNESS: There are 80,000 acres at the door of the city. I do not compare it to British Columbia. I have been in British Columbia many times. But, here we have at the door of the national capital 80,000 acres clear with the exception of a few cottages and shacks and that sort of thing.

Now, I know, perhaps not due to any inaction by you gentlemen, as I say in my brief it is probably that utilitarian matters would receive first consideration. I expect that. But, I suggest that the aesthetic should receive considerable attention. This is aesthetically, or can be made the finest thing of its kind in the world. That is my opinion. Perhaps I am wrong. I may be too enthusiastic. Whether it is, or is not wholly depends on this committee. There are forces, as we have set out in the brief, and very powerful forces, that would like to make something second-rate and shabby. The land owners want to make fortunes and I think they are succeeding. If they succeed this will be a poor affair, I can assure you. Because I have been around a bit; I have travelled through the United States. I have built up quite a library on park development and that sort of thing.

There is in this brief which Mr. Younger will read today, a report which I am quoting in full made by a committee of experts who visited the United States—I was with them. This report, which is presented to you this afternoon, represents the best opinion in America—that is professional opinion. I hope you will pay pretty strict attention to it. It has convinced me—I was there, I took this tour of the United States with that committee. I was an-ex-officio member. I can tell you that this report which Mr. Younger will read is the best professional opinion in America, including Canada and the United States, of the experts of both countries. There is only one way to handle this proposition and that is to permit no privately owned land.

Now, I do not think there is anything more I need to say. Maybe I can interject once in a while during this abstract and say a few words.

There is one thing in the abstract that was not in the brief and that is the names of this committee. I think it will impress you.

Now, I think Mr. Younger will read it. May I be permitted, perhaps, to make a few interjections as we go along?

The CHAIRMAN: Yes.

Mr. COLDWELL: I understand this abstract is a summary of the brief?

The CHAIRMAN: Yes.

The WITNESS: Yes.

Mr. COLDWELL: That is satisfactory.

The WITNESS: Yes, it is sort of a summary.

The CHAIRMAN: Mr. James Younger will read part of the abstract.

Mr. James YOUNGER: In reading the abstract, Mr. Chairman, I have references wherever the brief is quoted verbatim—I have the page references of the brief and I will just say "page so and so" and that will give members of the committee an indication of where they can find the quotations I am reading. It will be understood that where the pronoun "I" is used, it refers to Mr. Sparks.

Abstract of brief prepared for submission to the joint committee of the Senate and the House of Commons set up to review and report upon progress and programs of the Federal District Commission in developing and implementing the plan for the national capital.

The first paragraph of the brief present the essential facts which I intend to prove and reads as follows:

For the past 20 years during which I have been interested in the Gatineau Park, the Federal District Commission has never had a land policy in respect to this project. I am convinced that the reason for this is that certain influential people, owning property in the area covered by Gatineau Park, have objected to its development in a manner which will make it what it should be—"the show place of Canada". Mr. Greber, the creator of the national capital plan, in a report to the F.D.C. describes Gatineau Park as "really the essential feature of the whole plan for the National Capital of Canada".

Between 1937 and 1939 the Federal District Commission had purchased about 16,000 acres at an average cost of less than \$10 per acre. In 1947 after the Prime Minister had announced the development of a new national capital plan I wrote the commission as follows:

The possibilities of this area presents an opportunity for developing one of the finest scenic natural parks in the world. Few, if any, capitals of the world have at their very doorstep an undeveloped area of such large proportions, possessing so many natural advantages. We are convinced that unless a broad comprehensive plan is now adopted, looking forward to say the next 50 years, that the opportunity will be missed forever.

If piecemeal additions are made to the park, from time to time, we are convinced that the cost would be far greater than if a scheme of purchase and development were undertaken now. Land values have now been established by the purchases already made by your commission. If the areas which are contiguous to the present park are left in private hands for a period of years, not only will the cost increase, but as a result of unsuitable development by private interests, much might be done to spoil the natural beauty of the park area.

We had insisted that if the park was to be completed it might be necessary to use powers of expropriation. The government then passed an order-in-council as follows:

P.C. 1093

March 25, 1947

His Excellency the Governor General in Council on the recommendation of the President of the Privy Council and under the authority of Section 13 of the Federal District Commission Act is pleased to consent and does hereby consent to the acquisition by the Federal District Commission by direct negotiation or if necessary by expropriation, of certain properties between the Mountain and Mine roads south of the Gatineau Park, outlined in red on the attached plan and comprising approximately sixty-five hundred acres.

This order-in-council covered the most critical area but it was never put into force.

The Witness:

May I say that there are about 4,000 acres of that 7,500 acres still in private hands.

Mr. Younger:

The committee of which I was chairman was appointed from year to year. In 1950 the appointment was not renewed and I wrote the chairman of the Federal District Commission as follows:

the handling of this project in my opinion has been inefficient, lacking both in vision and in vigour. Apparently the F.D.C. has no plan or policy with regard to this project. You have several times told me that all you intend to do at the present time is buy land, but a look at the map, and a visit to the area will demonstrate clearly that you have no coordinated plan even of buying property. Dozens of cottages, shacks, etc., have been built on property which surely will be required for park purposes. This is still going on. The Kingsmere road is being turned into a slum. Your failure to anticipate the needs of this project has already cost hundreds of thousands of dollars. Land values are being established by the building of a few shacks and cottages in vacant areas which will require not only that you buy the buildings but you have permitted higher land values to be established.

The committee was then re-appointed and at the urgent request of the chairman I remained a member of it.

In 1952 a report was made on the whole project. A majority of the committee were of the opinion that no privately owned land should be permitted within the park area but a minority—Senator Connolly and Mr. Herbert Marshall—both of whom had directly or indirectly a financial interest in property within the park, objected. I suggested that we should add an appendix to our report stating both sides of this question. The report summarizes the arguments both for and against the elimination of private property. The F.D.C. had never taken a definite stand on this issue but in October 1953 the commission issued a policy statement over the signature of the chairman, General Howard Kennedy which read as follows:

#### POLICY ON LAND OWNERSHIP WITHIN GATINEAU PARK

(suggested statement for publication)

The Federal District Commission realizing that there is some uncertainty in the minds of property owners within the Gatineau park area as to the attitude of the commission toward purchase of private property, wishes to place on record its policy toward acquirement of land within the area. No effort has been made or will be made to expropriate property in Gatineau park except in cases where such property is required to facilitate the construction of driveways or other essential works. There is no intention of altering this practice.

On the other hand the commission has purchased and will continue to purchase any property within the park area which is available at a price which it considers reasonable. Municipalities will be adequately compensated for loss of tax revenue because of acquirement of property by the commission.

In view of the fact that the shoreline of a number of the lakes, such as Meach lake and Kingsmere, within the park area are privately owned, it is proposed to maintain Harrington lake, the shoreline of which is wholly owned by the commission, in its natural state.

There were two serious errors of fact in this statement, the first being to the effect that "no effort has been made or will be made to expropriate



property in Gatineau park except in cases where such property is required to facilitate the construction of driveways or other essential works. There is no intention of altering this practice." There had been expropriation and an order in council providing for further expropriations had been passed but no action taken under it.

The other mis-statement of fact was that "the shoreline—of Kingsmere lake—within the park area is privately owned." This statement is untrue and was known to be untrue when made. As pointed out in the brief, the estate of Mr. Mackenzie King forms a large part of the shoreline of Kingsmere lake and Mr. King in his will left his property "as a public park in trust for the citizens of Canada". There are other important areas of the shoreline of Kingsmere lake which are owned by the commission itself.

I then referred to certain correspondence with the commission in regard to the Mackenzie King estate showing that they had rebuilt some old houses owned by Mr. Mackenzie King with the express purpose of keeping the public off the most attractive part of his estate.

In January 1954 General Kennedy made another public statement to the effect that "we don't intend to expropriate land in the Gatineau". On February 5th 1954 I wrote a letter to General Kennedy which read in part as follows: (at pages 7 and 8)

I was disappointed to see that you again stated that there would be no more expropriation, I wonder if the commission, when they made this decision, were aware that, in the lower end of the park, that is, from the Mountain road to the upper end of Meach lake, there is about four thousand acres of unoccupied land still in private hands. This is in blocks of from fifty to three hundred acres scattered through the whole area and does not include the land connected with the summer cottages which will add hundreds of acres more.

I believe that nearly all the owners of this land have been approached and have refused the offers to purchase by the commission. Now that you are building a \$5 million parkway through the most of their properties this will have the effect of tremendously increasing the value of this land. There is little hope of now purchasing it by private arrangement at a fair price. Let me repeat that the question of summer cottages is a different one.

There is another question on which the commission may not have been fully informed when they took action, that is in regard to the building of the parkway from Tache boulevard to the Mountain road as an entrance to the park. Were the commission fully informed as to how much of the proposed right of way through the park the Commission owned? While the precise route is not settled I believe that the parkway from the Mountain road to the upper end of Meach lake will be about thirteen miles long. Of this thirteen miles the parkway will cross land owned by the commission for about five miles. The other eight miles will be through land privately owned. All the land owners having observed the entrance to the parkway on which hundreds of thousands of dollars have been spent, realize that their property will be tremendously increased in value as a result of the parkway and will be in a position to ask what they please.

The whole lower end of the park has been turned into a paradise for land speculators. Did the commission realize that this would be the obvious result of building this elaborate entrance? It seems to me that the proper course would have been to secure the right of way before building the entrance to the park.

I am convinced that this whole park scheme will be wrecked unless you obtain powers of expropriation and exercise these powers. The other alternative is, tremendous expenditure of money for the benefit of a few land owners, some of whose property is almost worthless without the parkway. It should be noted that most of this property is in the hands of people who can afford to wait when they see fortunes in sight as a result of F.D.C. policy.

I would like an opportunity to go over the map with you and I think you will be convinced that what I have said above is correct."

The WITNESS: Might I just interject here. I can see, but I don't know whether you can see it. That is a map of the area under consideration—the white is publicly owned and the green is owned by private owners, speculators mainly.

*My Mr. Richard (Ottawa East):*

Q. Mr. Chairman, what is the date of that map?—A. The date I wrote that letter to General Kennedy.

The Presiding CHAIRMAN: February 1954.

The WITNESS: I went to the superintendent of the park who had a master plan, and sat in his kitchen. He made that master map. I did not make it. It was made by the one man who knew every lot and who owned it.

*By Mr. Richard (Ottawa East):*

Q. Mr. Chairman, before we go ahead will you take down that city of Ottawa map so we could compare it with the Gatineau park holdings there? —A. That was the day I wrote General Kennedy. I wanted to be certain and I went over to see the superintendent of the park who had a master plan and he drew the map. I question whether the whole commission have been shown this checker-board of privately-owned land and land owned by the government. Some of the land, as I say, was quite worthless—It is an old map I had at the house; it is not a very good map but it is on a large scale. I just used it.

Now you can go ahead. I just wanted to show you that 4,000 acres of privately-owned land—land which is being made invaluable.

*By Senator Reid:*

Q. There is quite a difference in the white spots.—A. That was made by an employee of the F.D.C. who knew more about it than anybody else.

Q. There is far less white on the recent map than there is on the other.

The Presiding CHAIRMAN: Mr. Younger will continue reading the brief.

*Mr. Younger:*

You will note that I asked questions as to what information the Commission had before them when they issued this policy statement and up to date I have had no reply to these questions. I was convinced that all the facts were not put before the whole Commission and if they had been they would not have issued the statement. My prophecy as to what would happen has been fulfilled.

The brief then sets out certain correspondence which passed between General Kennedy and myself in which he tells me that I had no right to express any opinion on the question of privately owned land, although the Committee of which I was chairman had made a Report two years earlier in which the members of the Committee had expressed their views in an appendix

to this report. Why should there be all this secrecy about a matter of public policy which the land owners had openly discussed at public meetings? I should mention that I had made no public statement of any kind but General Kennedy complained that I should not express any opinion "even privately".

In August 1954 I attended a meeting of the Federal District Commission. In this brief I state "I went over briefly the whole history of the development of Gatineau Park and again expressed the view that the whole project would be wrecked unless privately owned land were eliminated from the park areas.

Major-General Kennedy again bitterly opposed expropriation proceedings and said that "as a property owner at Kingsmere he would fight in court and attempt to expropriate his property". He repeated this statement three or four times that he would take the matter to the courts rather than give up his property".

In the brief I call attention to a long statement by the Federal District Commission published in the Ottawa Journal of November 16, 1954, from which I now quote two paragraphs:

The F.D.C. is the instrument designated by Parliament to carry out this work. In order to carry it out, many private properties must be obtained and it is the duty of the F.D.C. to see that such is done. It is equally the duty of the F.D.C. to assure that funds allotted to it are wisely spent and that reasonable, but only reasonable, prices are paid for the properties purchased.

... The acquirement of properties is aimed toward that end, and it does seem that the *interests of the individual must, in certain cases, be set aside so the interests and enjoyment of Canada and particularly Ottawa's population may be promoted.*

In the brief I go over in some detail the facts in regard to the attitude of Mr. Duplessis with respect to expropriation and I conclude by stating that the commission had completely ignored Mr. Duplessis in regard to this project although two-thirds of the area covered by the national capital plan is in the province of Quebec and I suggest that Mr. Duplessis was naturally annoyed at this and that this may account for his statement in regard to expropriation.

I point out that there were strong differences of opinion in regard to the building of the parkway through the park between officials of the Federal District Commission and members of our committee. As these differences are so basic I attended a meeting of the F.D.C. and suggested setting up a special committee of competent men to make a report on this project. I did not name the members of that committee in the brief but I shall do so now:

*Chairman—Howard D. Hyman, M.E.I.C., Civil Engineer, Mechanical Engineer, and Business Executive. Formerly General Manager of J. R. Booth Company Limited, Lumber, Pulp and Paper.*

*James Smart, O.B.E., formerly Director, Parks Branch, Department of Resources, now retired.*

*J. M. Wardle, C.B.E., M.E.I.C., for 15 years Chief Engineer Parks Branch, Department of Resources, now retired. Both before and since were engaged in large engineering and highway and other developments.*

*John M. Kitchen, M.B.E., F.R.A.I.C., Architect. For 8 years Chief Assistant to Jacques Greber in the development of the National Capital Plan.*



Edward I. Wood, M.C.S.L.A., a Landscape Architect with an international reputation, now employed with the Federal District Commission. In submitting their report to the Commission which was my duty, I said:

As all the five members of the parkway committee are well known to you I think you will recognize that it might be difficult to find in all Canada five men better qualified to make recommendations in regard to a matter of this kind. They are all professional men whose background will add great weight to any recommendations they might make and no doubt the Commission will be influenced by their judgment on a number of matters on which opinions might differ.

In acknowledging this report General Kennedy said:

As you intimate, it is a very able committee and I expect that the report will display evidence of their ability.

The public relations waters in the Gatineau area seem to be a bit disturbed at the moment but I anticipate the storm will blow itself out as such things have a habit of doing. I shall try to avoid getting caught in the crossfire between the two factions.

Their report on land policy was so important that I will now read it in full:

While the exact route of the parkway has not yet been established, its general direction has now been pretty well determined and it is evident that it will cross considerable land now privately owned.

In recommending the route of the parkway the committee should be governed only by such scenic, engineering, and other considerations as will result in the best possible route without regard to privately-owned land and buildings.

When the committee recently visited the United States to study park and parkway development, they discussed the question of privately owned land and buildings in national parks, not only with officials from the Washington office of the National Parks Service, but also with engineers, landscape architects and park superintendents working in the field.

Opinion was emphatic and unanimous that it had proved to be impossible to properly develop a project of this character unless all privately owned land and buildings within the boundaries of the park, interior or exterior, were acquired.

Some of the reasons follow:

Private ownership will involve: complicated boundaries, making the game warden's job difficult; increased expenditure for grade separations and access roads; construction of unsightly parallel service roads; unreasonable fencing costs; elimination of some of the finest sites from public use.

Private ownership will bring uncontrolled subdivision of land, with the probability of gerry-built houses, neon signs, plastic palaces, amusement parks, stock car speedways, questionable "tourist accommodations". Subdivision means greatly increased population which leads to organization of pressure groups to request increased services, scheduled bus lines, additional winter plowing, and many special privileges. Pressure groups inevitably create difficult situations between park authorities and the administrations of the municipalities and the province. Private ownership will be accompanied by disregard for park laws, and vandalism. Weekend visitors will be frustrated when coming across private holdings. Owners

will resent infiltration and will resist the construction of park developments near their boundaries. Fire hazards and fire protection costs will be greater. Dogs cannot be controlled. Conservation of wild life will be hampered.

These are only a few of the reasons for the elimination of private ownership.

Newton B. Drury, when director of the National Parks Service of the U.S.A. wrote: "Though these in-holdings represent only two and three quarters per cent of the gross area of the system, the handicap they impose is out of all proportion to their extent, and the problem they create is one of the most serious facing the national park service."

Probably the greatest hazards are those which we cannot now foresee.

It is axiomatic that a small incongruity can deface a lot of beauty. A classic example is the plate glass auto showroom complete with fluorescent painted paper streamers. This advertising, by its presence adjacent to the Pretoria bridge, represents a blotch on the entire Ottawa driveway system which does not go unnoticed or unmentioned by a large percentage of our visitors. Lack of foresight in acquiring or controlling that property should serve as a continuing example of what could happen to a disastrous extent if all land within the boundaries of the park is not acquired and controlled.

Every mile of the parkway which is built increases the value of the private lands towards which it reaches. Delay can provide no gain.

The committee strongly recommends that all lands within the general boundaries of Gatineau park be acquired for public ownership. Properties required for specific, major projects, should be obtained by clear purchase. It is obvious that steps should be taken immediately to prevent further settlement or building development before outright purchase can be made.

**The WITNESS:** In this connection may I say that there are two problems with privately owned land—vacant land, summer cottages and a few houses. There are about, I should think, 150 cottages, shacks, stables, and garages of one kind or another. If you allow say an acre or two acres for each of these cottages, which is far more than they have, you come to a total of about 300 acres. The park is nearly 80,000 acres, and to permit 300 acres of land to 150 people, is to largely destroy the whole aesthetic value of the whole acreage.

*By Mr. Coldwell:*

**Q.** What is the date of that report?—**A.** It was in December of 1953. The commission has paid no attention to it whatsoever. They simply suppressed it as they suppressed the report ahead of it.

**Mr. YOUNGER:** In this statement there is recorded the opinion of the most capable men in both Canada and the United States on the question of privately owned land in public parks.

I then quote from Mr. Greber in a special report sent to the Federal District Commission, commenting on the Gatineau Park report of 1952 as to what would result from leaving privately owned land within the park.

It is true and most desirable that the enjoyment of a public park should not be hampered by private encroachments, and that the ultimate conditions of the ideal achievement of the park is the elimination of all private property within its limits.

Further:

It is likely that an invasion of summer cottages and weekend chalets, cabins, noisy refreshment or recreation shelters, conspicuous parking lots and publicity signs would transform a lovely and restful scenery into a *hellish disorder*. This is not an exaggerated prospect, as the case may already be observed on certain parts of Meach Lake and Kingsmere regions.

I then quote from an article in McLean's Magazine dealing with Algonquin Park under the heading "Can They Save Algonquin Park" and I suggest that the issue now before this committee is "Can They Save Gatineau Park".

I then point out that it makes no difference whether the land is bought privately by the commission or expropriated, insofar as park development is concerned, but suggest that there will undoubtedly be cases in which owners ask exorbitant prices when expropriation might properly be used.

I then made some reference in the brief to the organized opposition to the purchase of land in the Kingsmere area. Following this I make a general statement pointing out the basic policy of the Gatineau Park Committee which was—

(1) We must preserve and enhance the natural beauty of the area. Any structures or present developments within the area which conflict with this objective should be removed.

(2) If the park is to achieve its true purpose it must be developed in a manner which will be truly national in spirit. Here we can retain for all time something closely associated with the story of Canada. All developments or points of interest should be truly Canadian in character.

The Federal District Commission have constantly opposed the suggestion contained in the first paragraph and have given no evidence that they appreciated the suggestion contained in the second.

I then deal briefly with some suggestions contained in the report and show that the commission were more interested in plans to exploit the park area by private promoters.

The planning of this park, and its creation, over the years, should command the services of the most creative minds in Canada so that in future years visitors to Gatineau Park, from other parts of Canada, and from other countries throughout the world, will realize that the Canadian people appreciate the esthetic and the cultural, as well as the utilitarian.

I conclude with a statement on "Organization of the Federal District Commission" which I shall read in full.

One of the reasons that little if any progress has been made in the development of Gatineau Park is the type of organization under which the F.D.C. operates. The F.D.C. is composed of 20 representative Canadian citizens, 10 of them from Ottawa and Hull district, and the other 10 being one from each province of Canada. They receive no compensation except out of pocket expenses.

The members are professional and business people including two women. Many of them are eminent in their own particular field. Nothing in this memorandum is intended to be critical of them individually or collectively. Such an organization is desirable in planning the national capital, but I recall the comment of one gentleman who was at one time



a member of the F.D.C. which, I think, is of some importance. He said that he considered his appointment to the F.D.C. as largely honorary, which it is. He said he attended meetings and took part in the discussions, but had made no close study of the project. He had confidence in the chairman, whom he felt had opportunities of studying the project and consulting with experts, which were not open to him, or at least which he had no time to undertake. He did not feel, therefore, that he was competent to oppose seriously recommendations made by the chairman.

He confirmed the opinion I had always held, that the F.D.C. was largely a one man show; this is almost bound to be the case in an organization of this type.

The chairman is also an honorary appointee and is unpaid.

I have been in contact with the F.D.C. for about 20 years and have seen three gentlemen occupy the position as chairman. The first was the late Mr. F. E. Bronson, a fine public spirited citizen, a friendly and kindly man, with many other interests. The second chairman was Mr. Duncan MacTavish, a lawyer with a large practice, the director of many companies, and very actively interested in politics.

*By Mr. Caron:*

Q. Could we have the name of this gentleman who was once a member of the commission?—A. No. I do not wish to mention his name.

Q. Could we know when he was a member of the commission?—A. Five or six years ago.

MR. YOUNGER: The third is the present chairman, Major General Howard Kennedy, a consulting engineer with a large practice.

None of these gentlemen could devote more than a limited amount of time to the business of the F.D.C. Recently, for instance, Mr. Kennedy has been acting in an advisory capacity for two large projects, the first being the conservation of the eastern slopes of the Rocky mountains—the second has to do with the conservation of the timber resources of Newfoundland. He told me himself that he had spent most of last summer commuting between British Columbia and Newfoundland.

Now what is the job of the chairman of the F.D.C.? In my opinion it is at present one of the most important in Canada. It should not be a part time job. The practical rebuilding of a national capital is something that has never before been done on this continent. Since the war Europeans are familiar with this type of undertaking. In Great Britain three voluminous reports were made after the war, concerning the replanning of great cities and land use in less populated areas. Fortunately the need of replanning the Canadian capital was not the result of war, but was the result of a decision made by Parliament that the national capital should be replanned with a view of making it reflect the great importance of this nation. The supervision of this undertaking was put in the hands of the Federal District Commission. They have the advantage of having a plan worked out by Mr. Greber. Everyone appears to agree that it is an excellent plan, but the execution of the plan is in the hands of the F.D.C., and owing to the type of organization, the executive direction of this great project is in the hands of the chairman of that body.

Since the plan was announced changes have been made in it. From time to time other changes may be made. This was expected even by Mr. Greber, so that the expenditure of many millions on this plan

is, in itself a job which calls for extremely important decisions from day to day. It calls for executive abilities of the highest order. It is largely a creative job even although there is a plan to work to. It should be a highly paid job, and Canada should be searched for the best man to undertake this task. Above all it needs vision and imagination. I am convinced that a paid, full time chairman would save his salary many times over. The chairman should be free of all personal or political influences.

In conclusion I respectfully submit that the foregoing statement demonstrates that the public interest has been largely overlooked in respect to the land policy, and in policies generally, of the Federal District Commission, in planning Gatineau Park. I suggest that personal, financial and political interests of land owners in the area exercises undue influence in the making of policy in respect to this great project. I am hopeful that as a result of giving publicity to these facts the Federal District Commission will reconsider their present policies and in future regard the public interest as their only guide.

My association with the F.D.C. has been in respect to only one aspect of the national capital plan. There are other committees, both general and special, dealing with other aspects of the plan, of which I have no knowledge.

The Presiding CHAIRMAN: Thank you, Mr. Younger. Are there any questions?

*By Mr. Caron:*

Q. On page 24 they say it is a one man show. I have been on the commission for two years while I was mayor of Hull and I know to the contrary that all important questions are discussed before they are approved, and that the executive committee will only act according to the decision of the commission, and that they sit with them once a month. So I cannot accept this part as being true.

Mr. COLDWELL: Do I understand that Mr. Spark's contention is that the recommendations of Mr. Greber, for example, in relation to this part have been ignored? I am looking at page 17 of the brief, at the two statements made by Mr. Greber when he said:

"It is true and most desirable that the enjoyment of a public park should not be hampered by private encroachments, and that the ultimate conditions of the ideal achievement of the park is the elimination of all private property within its limits."

Is it your contention that this part of the national plan, the recommendations of the expert employed by Canada are being ignored at the present time?—A. Reasonably ignored.

Q. We will have to question the commission on that point.

The Presiding CHAIRMAN: Would you like to ask them now?

Mr. COLDWELL: I shall put questions to General Kennedy afterwards.

Senator REID: We could hear from General Kennedy in the morning. I do not think there is enough time to do it today.

Mr. COLDWELL: What we have to do is to take these representations and to question the commission and to come to our own conclusion. I think we have got to do that because there are some very forthright statements in this brief which we must consider. There is no doubt about it.

The Presiding CHAIRMAN: Are there any more questions?

Mr. COLDWELL: That is all now.

Senator REID: That is all I have.

The Presiding CHAIRMAN: Are there any more questions? Are you satisfied that we have enough explanation on the brief presented by Mr. Sparks?

If so, then in the name of the members of the committee I wish to thank Mr. Sparks very sincerely for having prepared such an elaborate brief.

Mr. COLDWELL: It was a good brief!

The Presiding CHAIRMAN: We plan to meet tomorrow afternoon when we shall hear from Mr. Watson Sellar.

Senator REID: Have you reached any decision on the query we had this morning? Are you leaving it for some future sitting?

The Presiding CHAIRMAN: We can leave that until later.

Senator REID: I think that courtesy demands that some note be taken because it is too serious just to listen to it and just drop it.

The Presiding CHAIRMAN: We have no intention of dropping it.

Senator REID: All right. In that case I move that we adjourn.

(The committee adjourned.)

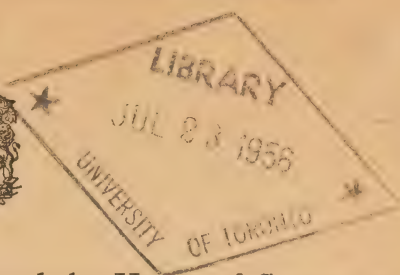






THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons  
on the

# FEDERAL DISTRICT COMMISSION

*Joint Chairmen:*—The Honourable Senator F. W. Gershaw

and

Mr. Armand Dumas, M.P.

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MINUTES OF PROCEEDINGS AND EVIDENCE

No. 19

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WEDNESDAY, JUNE 27, 1956.

THURSDAY, JUNE 28, 1956.

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## WITNESSES:

Mr. Watson Sellar, C.M.G., Auditor-General of Canada; Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Marcel Couture, C.P.A., Chief Accountant, of the Federal District Commission.

Appendix "A"—Statement from Le conseil metropolitain de l'ouest du Quebec.



MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,  
and Honourable Senators

Aseltine, W. M.	Dessureault, J. M.
Cameron, Donald	Lambert, Norman P.
Connolly, J. J. ( <i>Ottawa West</i> )	Reid, Thomas
Connolly, H. J. ( <i>Halifax</i> )	

MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,  
Aitken, Margaret (Miss),  
and Messrs.

Blair, W. G.	Leduc, R. ( <i>Gatineau</i> )
Buchanan, W.	Mang, H. P.
Caron, A.	McIlraith, G. J.
Fraser, Alan ( <i>St. John's East</i> )	Nowlan, G.
Ellis, Claude	Philpott, E.
Gour, J. O. ( <i>Russell</i> )	Richard, J. T. ( <i>Ottawa East</i> )
Hansell, E. G.	Robichaud, H. J.
Harkness, D. S.	Weselak, A. B.
Houck, W. L.	

Antoine Chassé,  
*Clerk of the Committee.*

### ORDER OF REFERENCE OF THE SENATE

*Extract from Minutes of Proceedings of the Senate, Wednesday, June 27, 1956.*

With leave of the Senate,

The Honourable Senator Macdonald, P.C., moved seconded by the Honourable Senator Haig—

That the names of the Honourable Senators Bishop, Croll and Wilson be added to the list of Senators serving on the Joint Committee on the Federal District Commission; and

That a Message be sent to the House of Commons to inform that House accordingly.

The question being put on the said motion, it was—

Resolved in the affirmative.





## MINUTES OF PROCEEDINGS

The Senate, Room 368,

WEDNESDAY, June 27, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met at 3:30 o'clock p.m. Mr. Armand Dumas, M.P., Joint Chairman, presided.

*Present:*

*The Senate:* Honourable Senators Aseltine, Connolly (Ottawa West), Dessureault, Lambert, Reid.

*The House of Commons:* Messrs. Caron, Coldwell, Dumas (Joint Chairman), Ellis, Gour (Russell), Hansell, Harkness, Houck, Mang, Philpott, Richard (Ottawa East), Weselak.

*In attendance:* Mr. Watson Sellar, C.M.G., Auditor-General of Canada. *From the office of the Privy Council,* Mr. H. J. Hodder. *From the Federal District Commission:* Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman; Messrs. Alan K. Hay, M.E.I.C., General Manager; H. R. Cram, M.E.I.C., Assistant General Manager; J. Edouard Handy, Secretary; D. L. McDonald, M.T.P.I.C., C.S.L.A., Director of Planning; C. E. Cornish, M.E.I.C., Assistant Chief Engineer; Walter Bowker, Director of Information; Marcel Couture, Chief Accountant.

The presiding Chairman informed the Committee that he had received from Mr. J. Matte, Secretary-Treasurer, of the Metropolitan Council of Western Quebec, a lengthy statement in answer to questions put to the Council when they appeared before the Committee on Friday, May 11, 1956.

Whereupon, on motion of Senator Aseltine, seconded by Mr. Houck, the said document was ordered to be printed as *Appendix "A"* to the next issue of the printed record of Proceedings and Evidence.

The Committee then considered a brief submitted by Mr. Watson Sellar, Auditor General of Canada, and a member of the National Capital Planning Committee.

Mr. Watson Sellar read his brief and was questioned thereon. The witness' examination still continuing, it was adjourned to the next sitting of the Committee.

At 5:00 o'clock p.m., the Committee adjourned to meet again at 10:30 o'clock a.m. Thursday, June 28, 1956.

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THURSDAY, June 28, 1956.

The Committee met at 10:30 o'clock a.m. Mr. Armand Dumas, M.P., Joint Chairman, presided.

*Present:*

*The Senate:* Honourable Senators Bishop, Connolly (Ottawa West), Croll, Dessureault, Lambert, Wilson.

*The House of Commons:* Messrs. Blair, Buchanan, Caron, Coldwell, Dumas (*Joint Chairman*), Fraser (*St. John's East*), Hansell, Leduc (*Gatineau*), McIlraith, Richard (*Ottawa East*), Robichaud.

*In attendance:* Mr. Watson Sellar, C.M.G., Auditor-General of Canada, and all others as were in attendance on Wednesday, June 27, 1956.

The presiding Chairman welcomed the new members of the Committee i.e., Honourable Senators Charles Bishop, David Croll, and Cairine Wilson.

The Committee resumed from the preceding day the adjourned examination of Mr. Watson Sellar. At the conclusion of his examination, the presiding Chairman, on behalf of the Committee, thanked Mr. Sellar for his most valuable contribution and enlightening submission.

Major-General Howard Kennedy was recalled.

The witness supplied an answer to a question of Mr. Richard put to him on April 25, 1956. (*See page 266 of printed record of Proceedings and Evidence*). He read a revised and augmented version of Section 8—recommendations—of the brief submitted by the Federal District Commission, appearing at pages 76, 77 and 78 of Volume 1 of the printed record of Proceedings and Evidence. During the reading of this revised and augmented Section Major-General Kennedy was questioned on various points contained therein, and was assisted by Mr. Marcel Couture, Chief Accountant.

And the examination of Major-General Kennedy still continuing, it was adjourned to the afternoon sitting.

At 12:35 o'clock p.m. the Committee took recess.

#### AFTERNOON SITTING

The Committee met at 3:30 o'clock p.m. Mr. Armand Dumas, M.P., Joint Chairman, presided.

*Present:*

*The Senate:* Honourable Senators Bishop, Connolly (*Ottawa West*), Des-sureault, Reid.

*The House of Commons:* Messrs. Caron, Coldwell, Dumas (*Joint Chairman*), Gour (*Russell*), Hansell, Harkness, Leduc (*Gatineau*), McIlraith, Richard (*Ottawa East*).

*In attendance:* With the exception of Mr. Watson Sellar, the same persons as were in attendance at the morning sitting.

The Committee resumed from the morning sitting the examination of Major-General Howard Kennedy.

The witness read a lengthy statement covering various points raised in the consideration by the Committee on the many briefs submitted. Major-General Kennedy was interrogated at length on his statement.

At the conclusion of his presentation, the presiding Chairman again thanked Major-General Kennedy and the officials of the Federal District Commission for their assistance to the Committee.

At 5:15 o'clock p.m. the Committee adjourned to the call of the Chair.

Antoine Chassé,  
Clerk of the Committee.

## EVIDENCE

JUNE 27, 1956

3.30 P.M.

The Presiding CHAIRMAN (*Mr. Armand Dumas*): Well, gentlemen, I see a quorum. Before we proceed with the business for which we were called here today, I would like to point out that on May 11 when we heard the Metropolitan Council of Western Quebec, at which time Mr. Quipp was the principal witness, and Dr. Matte assisted him, there were a few questions put to Mr. Quipp and to Dr. Matte which they were not able to answer at that time.

Since then we have received—in fact, last Friday—the answers to those questions and I would like to have a motion to the effect that those answers be printed as an appendix to the minutes of this meeting.

Senator ASELTINE: I so move, Mr. Chairman.

The Presiding CHAIRMAN: It has been moved by Senator Aseltine. Is it agreed?

Agreed.

(*See Appendix A*)

The Presiding CHAIRMAN: We have with us today Mr. Watson Sellar, Auditor General of Canada. He is also auditor for the Federal District Commission accounts by reason of section 22 of the Federal District Commission Act.

Mr. Sellar has been good enough to prepare a short memorandum which I hope he will agree to read to us, and when he is through reading his memorandum you may question him—or if you like you may stop him at each section of the memorandum. It is left to the pleasure of the committee. I suppose I may now call on Mr. Sellar to begin his statement.

**Mr. Watson Sellar, C.A., Auditor General of Canada, called:**

The WITNESS: Mr. Chairman, I was told some time ago that I might be asked to appear as a witness before this committee and I accordingly prepared some headings. I am quite willing to be interrupted at any place where I am not clear to you.

1. The Auditor General of Canada is auditor of the Federal District Commissioner's accounts by reason of section 22 of the Federal District Commission Act which reads:

22. All expenditures by the commission are subject to the audit of the Auditor General in the same manner as other public moneys.

It is regarded that "expenditures" means accounts, consequently all financial transactions are examine to the extent necessary to satisfy requirements of the Financial Administration Act.

2. The commission is a crown corporation having a relatively long history. It is well administered but the text of the Federal District Commission Act has



not kept step with the range of duties now performed by the commission. Consequently, there are gaps in the act and, as auditor, I draw to notice some which seem to me to be of parliamentary interest.

3. *The National Capital Fund.* The Federal District Commission functions as an agent of the crown. It is required to submit annually to the government for approval:

- (a) an operating budget for the ensuing financial year; and
- (b) a capital budget.

Budgets, as a rule, are submitted in the form of numerous classifications of proposed expense. The capital budget is, by reason of section 80 of the Financial Administration Act, tabled in the House of Commons. While practice is to include in the capital budget the cost of projects to be financed out of the national capital fund, this may not be obligatory because section 80 of the act relates only to moneys and budgets of crown corporations. The national capital fund is controlled by the governor-in-council. It seems desirable that legislation be more specific with respect to budgets related to the national capital fund.

4. *Acquisition and Sale of Land.* The governor-in-council authorizes projects as a charge to the national capital fund, the Minister of Finance makes such advances as he deems necessary and the commission proceeds with the task. However, the national capital fund's status is simply an authorization to spend

with the approval of the governor-in-council for the construction, operation and maintenance of works or projects within the national capital district in keeping with an approved general plan for the improvement and development of the national capital and not in the nature of ordinary municipal improvements.

Consequently, it is regarded that the terms of the Federal District Commission Act regulate the commission in the performance of its task. This is of importance because the cost of land is a significant item. Section 16 of the Act reads:

16. (1) No separate parcel of real property shall be purchased or acquired by the commission at a cost in excess of five thousand dollars except with the previous consent of the governor-in-council; and if the commission is unable to agree with the owner of real property as to the price to be paid therefor, the commission shall, with the consent of the governor-in-council, have the right to acquire the same without the consent of the owner and the provisions of the Expropriation Act are, mutatis mutandis, applicable to the acquisition of such real property by the commission.

Experience permits the view to be entertained that this section merits further consideration.

*By Senator Reid:*

Q. I wonder if Mr. Sellar would entertain one question at this point. Speaking from knowledge of British Columbia, has the federal government the right to give to any other body the right to expropriate an owner's house and land? I always thought that the provincial government held the title deeds of all the land in their hands. Has the federal government the right to say to the Federal District Commission "Go and take a man's land in a province?"—A. Not speaking as a lawyer, because there are eminent counsel here—I think you will find that the Expropriation Act will cover anything!

*By Mr. Coldwell:*

Q. I wondered if this also referred to the acquisition and sale of land in that paragraph just above? It looks to me as if at time the Federal District Commission has been undertaking projects which might be in the nature of ordinary municipal improvements. Did you have any reference to that in mind when you included those words?—A. Offhand I do not recall any projects of the Federal District Commission which are ordinary municipal improvements.

Q. You mean not like street improvements? What about the contribution to the removal of the street railway tracks, and Wellington street for example? You would not consider them to be ordinary municipal improvements?—A. No, in the particular case you mention, you had two provinces and two municipalities involved; and when you get down to the other end, on Sussex street, you had there an undertaking, verbal possibly, by the government of Canada with the Republic of France that we would act in a certain way in improving that area. So I would not regard that as being within this particular wording. I would say, sir, that the words "not in the nature of ordinary municipal improvements" were very deliberately inserted by a gentleman for whom I have tremendous respect, namely, the late Right Honourable Mr. King who rarely used words without some good reason.

I think he had those words put in in order to counter-act an agitation that he was trying to make a federal district of the type of Washington here in Ottawa, and that he was out to show that the works would be for a national and not a municipal purpose; so he had the phrase as a rebuttal of the other argument.

Q. Thank you. I am glad you have explained about it.

*By Senator Connolly (Ottawa West):*

Q. I think we might give the further consideration that Mr. Sellar suggests at this point, by following up what Mr. Coldwell has said. There is quite a problem in drawing a line between what are municipal responsibilities and what are conceived to be the functions of the Federal District Commission which should be carried out in implementing the national plan.—A. Yes, sir. A very good example and one which I think you gentlemen have already considered is this: the giving of assistance to the city in the form of carrying debenture charges for the construction of sewers, and things like that. It happened that I was mixed up in that matter.

When the city approached the Federal District Commission wanting assistance, the viewpoint of the Federal District Commission was that they would have to prove that these are not ordinary municipal works or it would not participate at all. The city people had to admit that they were ordinary municipal works, but they said: we are of the opinion that you need these particular mains and sewers to be laid.

The Federal District Commission engineers were of the same opinion, that it was desirable, particularly out in the west end, to get that work going to provide drainage and to avoid further pollution of the Ottawa river above the filtration plant. It was finally decided that it was in the interest of the government of Canada to get this work proceeded with.

The city said "We will not proceed with it ahead of population because we cannot finance it" and the Federal District Commission engineers insisted that it was desirable that something be done. So a formula was devised of assisting in the advance of population period by financing interest costs in advance of municipal necessities. It may have been hair-splitting, but it was regarded by the Federal District Commission as nationally desirable that these works be undertaken at that time.



Q. In that case I take it that you got a formula accepted by agreement; but who would have the say as to whether or not a given works was municipal in character or Federal District Commission in character, if I may put it that way?—A. In the ultimate analysis, Senator Connolly, it would be the Governor in Council, but in the operating sense it would be the Federal District Commission or a committee of the Federal District Commission. As a matter of fact I know that the city has made representations with respect to other works within the last twelve months which have been rejected by the Federal District Commission.

Q. Does it not really come down to this that if the Federal District Commission does not feel that it is a Federal District Commission project, then they will not spend the money for it?—A. Unless it has some value to the national capital plan, they will not undertake to put up any money. Take for instance out where the reservoir has been constructed. That was of interest to the Federal District Commission for two reasons: one was the placing of the railway tracks out there. It was stated that the railways themselves did not need the water, but those who would be building around there would need water and also fire protection; secondly, the industrial area was a little to the east, and it would be useful in that regard to have water reservoirs in order to give pressure. That is why the Federal District Commission went in there; it was part of the national capital plan and distinguishable in that regard.

But the Federal District Commission is quite strict in its interpretation of what is a municipal work, and tends to take the view that it is up to the municipalities to prove that it is not a municipal work.

Q. This may be an unfair question and it will be the last one I shall ask you on this section; but the city annexed a very large area of land in Gloucester and Nepean in 1950. Now they did that after considering the recommendations in the Gore and Storrie report and the city made quite an argument before us here a few days ago that in doing so they overburdened themselves but in the interests in trying to develop the idea behind the national capital plan.

The problem that has been in my mind about that is this: would the city be showing ordinary prudence and have been driven to make that annexation in its own interests as a normal municipal development even if the national capital plan had not been before it? That may be an unfair question to ask you. It may be unfair to ask you that.—A. I can only give you a little assistance because the two men who knew most about it are both dead, namely: Mr. Bronson who was the chairman of the Federal District Commission, and Mr. Goodwin who was then a controller of Ottawa and actively associated with National Capital Plan programming. They are both dead. Therefore, it would be unfair to try to attribute words to them. But, my understanding always was that the Federal District Commission's view was that it would like to deal with as few municipalities as possible. The commission had nothing to say with regard to annexation. That was purely a municipal and provincial matter.

Mr. Goodwin had the feeling that Ottawa was going to grow tremendously and he had to annex a great deal of land. He did annex a lot of land and, as the Nepean people said, later on he gave back several thousand acres. But, Mr. Goodwin is dead and Mr. Bronson is dead. I am sorry, senator, I cannot explain the background.

*By Mr. Coldwell:*

Q. I was just going to say that experience permits the feeling that in your view section 16 merits further explanation. Are you thinking of the limitation



of \$5,000 there?—A. I am thinking of the limitation of \$5,000, which is far too low now for practical purposes. Furthermore, although it is none of my business, I always have a little hesitation in thinking it is desirable that an unsalaried body, not answerable to the electorate, should have the power of expropriation. I think it should be done through a minister who has to answer to the House of Commons.

Q. Those are the two points you had in mind?—A. Those are the two points I had in mind.

Senator LAMBERT: Finish your brief.

*By Mr. Coldwell:*

Q. What limitation would you suggest as an alternative to the \$5,000?—A. At today's rates I would say \$50,000.

Q. \$50,000?—A. Yes. They cannot make a bad blunder, and that is the reason for putting the limitation in. They cannot lose a lot of money by going as high as about \$50,000.

Q. By the same token, then, if they were allowed to acquire up to \$50,000, they would require more capital from parliament?—A. Oh, well, they are always controlled, sir, by the amount of money you give them. That is your automatic control.

Q. It seems to me that that is so, the limitations both ways.—A. You should have in your act that any expenditures that are incurred by means of expropriation should be out of the national capital fund and not out of unappropriated money of the consolidated revenue fund, to keep the control.

Q. Yes. They would require more money then.

Senator LAMBERT: Complete your brief. There are other references that come up that have already been discussed here under seven.

*The Witness: Paragraph 5:*

5. A substantial part of the real estate acquired may be regarded as a fixed investment for public purposes, but not necessarily for commission use; for example, the cross-town track property will ultimately become part of the Queensway. It seems reasonable to assume that some land acquisitions will ultimately come within the ambit of section 10 of the Federal District Commission Act, which permits the commission to sell, subject to the approval of the governor-in-council,

any real property of the commission not being a portion of any public park or square, street, avenue, drive or thoroughfare, that is not required for the purposes of the commission.

Assuming land is sold, how should the proceeds be credited? It seems reasonable, if the lands were acquired out of funds provided from the national capital fund, that proceeds of re-sale be credited to it; but what should be the action with respect to the \$2,900,000 of purchases out of the \$3,000,000 special grant made directly to the Federal District Commission? It is suggested that it would simplify financial calculations as to the Commission's needs were a decision taken to the effect that proceeds of all real estate sales be credited to the national capital fund.

6. An associated point is the extent to which the commission should deliberately acquire land beyond the actual requirements for parkways, etc. When a municipality executes a major improvement it has an expectation that all or part of the cost will ultimately be recovered by reason of increases in assessment valuations. The commission is not in that position, so while municipalities may benefit financially and, perhaps, speculative investors as well, no recovery of cost will automatically accrue to the commission unless it purchases

in excess of construction requirements with the intent to sell at an enhanced price after improvements have been made. It is suggested that consideration be given to this question of policy and, if necessary, the act brought into harmony with whatever decision is reached.

7. Another land question is whether the commission should control and maintain in perpetuity some facilities it has developed. For example, Clemow avenue in Ottawa has for many years been controlled and maintained by the commission. The original justification was to provide a suitable driveway to the Experimental Farm. Another illustration might be the roadway along the Rideau canal from the war memorial to Pretoria avenue bridge. Its prime utility today is as a traffic artery needed by resident motorists. These illustrations are given to support the suggestion that consideration be given to the question whether a means should be devised by the governments of Canada and the provinces whereby the Federal District Commission may divest itself of responsibility for roads, parks and bridges after they become of local rather than of national significance.

*By Mr. Hansell:*

Q. Mr. Chairman, would that, Mr. Sellar, mean there that the Ottawa taxpayer would pretty well pay the shot, then?—A. I do not think that would necessarily be the result, sir. If I read the evidence given to the committee correctly, in fixing the grant in lieu of taxes to the city of Ottawa the Department of Finance deducts "X" dollars from that grant because of various services that the federal government renders to the city, such as maintaining parks, these roads, parkways and so on. So, I think they would be offsetting one to the other.

*By Mr. Coldwell:*

Q. That is to say that the enhanced taxes along Clemow avenue, for example, would be taken into consideration in making the Ottawa municipal grant?—A. No sir. The taxes on Clemow avenue would not change from what they are today. They would be exactly the same, whatever rate was fixed.

Q. That is not quite my point.—A. Yes.

Q. You said the services rendered by the commission were taken into consideration when fixing the municipal grant?—A. Yes. I think they said \$200,000. That is the figure that runs in my mind as the figure that was quoted here.

Q. Yes. So that the property owners along Clemow avenue would in effect be not relieved of taxation, but it would be part of the consideration of the government in setting the municipal grant, the taxable value of that land?—A. You are right in a sense. But let me take a street that I know, the one I live on.

Q. I do not know which one you live on.—A. It is Monkland avenue.

Q. Oh. I know it, yes.—A. It is comparable to Clemow avenue in a sense.

Q. Yes.—A. The Federal District Commission built the road, the city built the sidewalks, and now neither will assume the responsibility for the roads, which are the worst roads in the whole city.

Q. Not quite, not quite.—A. And there is no reason in the world why the government of Canada should spend a cent maintaining the road in front of my house. I pay the same taxes today as I would if the city had the responsibility for them. But, as it is, we cannot get things fixed. It is senseless that the government of Canada should be regarded as responsible for that. The street is purely a municipal undertaking and should be part of the municipality.

What I would like you to consider, gentlemen, is the matter of policy—because these are just trivial things today, but in 50 years from now they may

be of some significance. For example, the Champlain bridge—some day it may be regarded as a commercial bridge rather than as a beautification bridge. You need some machinery for the making of adjustments and for transfers, and I think those should be worked out at a provincial-dominion level rather than having bickering between the municipalities and the Federal District Commission as to responsibility.

*By Senator Connolly:*

Q. There is another consideration.—A. I am just pointing out that suggestion.

Q. There is another consideration. These parkways that have been put in by the Federal District Commission have been put in at very great expense to the Federal District Commission and the Ottawa Improvement Commission, and if the maintenance is not looked after, conceivably you would have a lot of capital expenditures again. There is that danger, is there not?—A. You have got that situation now.

Q. Except that the Federal District Commission does maintain them now, does it not?—A. Not some of them. You drive down around the street where you just bought a house, and you will see it is not being maintained.

Q. I know that street is not, but I am talking now about the Driveway.—A. Yes.

Q. It is a good roadway. It has been stated to this committee if I recall reading the evidence correctly, that sooner or later a bridge is going to be thrown across the Rideau canal on this side of the exhibition grounds and that as a result the Driveway from the exhibition grounds may be opened to commercial traffic. That would be logical, and I think it would be sensible; but if it is, that road is no longer something the government of Canada should maintain. At least, I am suggesting that.

*By Senator Lambert:*

Q. Just on that point, Mr. Chairman, the wording you used here was: “—the question whether a means should be devised by the governments of Canada and the provinces whereby the Federal District Commission may divest itself of responsibility for roads, parks and bridges after they become of local rather than of national significance”. That means divest themselves of the responsibility for the maintenance of roads, parkways—A. No, the responsibility of transferring the property and everything else, the title, just the same, sir as is in the Public Works Act today. The Public Works Act states that if the Minister of Public Works becomes of the opinion that some work of the government of Canada might, in the public interest be more desirably administered by province, or a municipality, or some other authority, he may negotiate for the transfer wholly or subject to conditions to that body. If he makes a deal then with the consent of the governor in council, a transfer may be made, but such a transfer is conditional on an undertaking being given that that work will be kept in suitable condition, and that the certificate of the engineer of the government of Canada shall establish whether it is being kept in suitable condition.

Senator CONNOLLY: That is true.

The WITNESS: That is what I have in mind, sir.

*By Senator Connolly:*

Q. I am thinking of this thing in a very practical way now; after they become of local rather than of national significance?—A. Yes.



*By Senator Lambert:*

Q. Then the instrument, or the agency that you would like to see established to do that and decide that must obviously be some body, or some agency that the province of Ontario, and the federal authority would agree upon?—A. Yes.

Q. That would obviously, I think, be the city of Ottawa, the municipality of Ottawa. That is really what you mean?—A. In some instances.

Q. Or at least you imply that.—A. Yes, but in some instances it may well be the province.

Q. Then it should be the province and the federal commission who should decide whether or not it is of local authority?—A. Yes.

Q. Because that is the point; there is a transitional point there where the thing ceases to be national and becomes local.—A. You must bear in mind that I am here simply as auditor.

Q. I know.—A. My concern, or my worry, is that sooner or later you gentlemen are going to ask me my opinion as auditor as to how much money the Federal District Commission needs to operate. Now, my view is that the Federal District Commission's cost should not include any cost for municipal streets such as we have been talking about. We should have a way that they can unload that expense on to somebody else so that you do not need to appropriate money for those costs. That is my thinking.

Q. What about Wellington street that runs in front of the Parliament buildings from the Chateau Laurier right down there, who maintains that today?—A. That is a matter between the city of Ottawa and the Department of Public Works, not the Federal District Commission.

Q. The Department of Finance right now.—A. It may be for all I know, but it is not the Federal District Commission.

Q. It is very interesting, because it touches here very definitely in this point of local or national importance.—A. Yes.

Q. And as you know, that part of Wellington street I am talking about, fronting on there is maintained today by the national authority.—A. I cannot answer that, and I do not challenge your statement, but I do not know it as a fact.

*By Mr. Gour:*

Q. I am 100 per cent in favour with the idea that something should be done, just as is suggested by all the briefs that have been submitted here. We should not be called the Federal District Commission, we should be called the Santa Claus commission.

People come all the time to the Federal District Commission now and ask us for thousands of dollars to build this and to build that. If the Federal District Commission finds that they cannot give them that money, especially if it is something that the Federal District Commission should not build, everybody blames the Federal District Commission and they say that we are bad boys. It is all right for the city to have to borrow money, and they have proved that they have here. But they say that they are good people, but we are bad people.

I think the sooner the public bodies, the municipalities and the city and everybody else realizes that the Federal District Commission is not a Santa Claus commission, and that it is a body attempting to beautify this large capital plan and not a body responsible for municipal projects, the sooner it will be understood by all those bodies and by the public who vote for those people, and the easier it will be to have an understanding between those bodies.

My impression, since we have been sitting in this committee hearing all these nice people, and qualified people, is that those people believe that the Federal District Commission is Santa Claus, and they say, "Come on Santa

Claus, give us money" and if Santa Claus gives them \$10,000 here and \$20,000 there he is a good boy, but if Santa Claus refuses he is a bad boy, and we are all bad people. I think the sooner this is settled the better, for unless it is we will never get to work. Maybe they are a little bad sometimes—that, after all, is human—but I am in favour of this point being settled without delay.

Senator LAMBERT: I want to modify what I said a moment ago, Mr. Chairman, about Wellington street. I am subject to correction from the Federal District Commission. The federal authority does maintain the boulevard on Wellington street, but not the road itself.

The Presiding CHAIRMAN: Thank you.

The WITNESS: In sections 8 and 9 please bear in mind, gentlemen, that these two paragraphs should be regarded as, more or less, my personal views rather than those of the official auditor. I mention that because I happen to be in somewhat of a dual capacity here.

8. *Control of Land Uses.* If the foregoing are of interest, it follows that zoning is also of concern. The province of Ontario has legislation on the subject and it vests general jurisdiction in a department of the government, giving, among other things, power to set up local planning boards to develop plans and upon these being approved, they become binding on all concerned. There is an Ottawa Planning Area Board on which the Commission is represented. However, no over-all plan has been officially approved with the result that a degree of uncertainty exists.

9. It happens that I'm a member of the national capital planning Committee and that the city of Ottawa saw fit to nominate me as a member of the board when it was first established and I am still a member, so have some personal knowledge of the situation. In my opinion, the machinery now employed is not, in some respects, appropriate to the needs of the national capital area, because it is not a municipal authority but the government of Canada that is taking the lead in carrying the Greger plan into effect. An officer of one government must move cautiously when considering administrative enactments of another, but I venture to draw attention to a section in the Ontario Planning Act:

5. Notwithstanding anything in this act, the minister may, in order to suit the special needs of any planning area, vary the constitution of the board, the procedures by which it is appointed and the manner in which it is to function, and may make special provisions relating to the adoption and approval of the official plan of the planning area.

Several Ontario municipalities are directly concerned in the developing of the national capital area but frequently there is a clash of views, especially between the city and the rural municipalities, without any means provided to finalize and bind all to a policy. If the section quoted above means what it appears to permit, my thought is that it might be suggested that an appropriate representative of the government of Canada consult with the Ontario Minister of Planning and Development to the end that a new set-up, fair to all concerned, be devised. As I have had no experience with respect to zoning problems in Quebec, I limit my observation to the situation in Ontario.

Senator CONNOLLY (*Ottawa West*): I wish to ask a question with regard to sections 8 and 9 but I think we might continue to hear the brief now—perhaps it would suit the convenience of the committee if the questions were asked later.

10. *Accounting Provisions.* In the general audit report to the house of Commons on the 1955 accounts of the government of Canada, reference is made to the somewhat confusing accounting treatment of the vote to the Federal District Commission for the care of grounds around public buildings. The pertinent part of the paragraph is:

... One problem is the similarity of services performed, no real difference existing between costs incurred in maintaining parliament hill grounds, for example, and those of the parkway along the Rideau canal; nevertheless, present legislation calls for a distinction being drawn in distributing costs. The commission's accounting would be simplified and its financial statements made more illuminating were the basis of financing changed to one which would make all operating and maintenance expenses chargeable against one appropriation and capital outlays against another.

For over twenty years the arrangement has been that the Department of Public Works makes major repairs and improvements to grounds around public buildings while the commission provides the general maintenance. The present accounting treatment is necessitated by reason of that part of section 10 of the Federal District Commission Act reading:

... for all or any of the aforesaid purposes, the commission may expend the whole or any portion of the sums that are placed at its credit under this act, *except that any moneys that may be received by the commission by way of special grant for the carrying out of any particular work or undertaking shall be expended solely upon such work or undertaking.*

My opinion is that if the words in italics were deleted, parliamentary control could be more effectively exercised and a more illuminating report made to parliament.

11. The National Capital Planning Committee vote is somewhat of a misnomer, as the committee has few direct expenses. The annual vote is really to pay (a) the cost of technical staff engaged by the commission in connection with projects (mainly to date, in connection with railway facilities), and (b) for the preparation and display of models, publicity, etc. In view of the fact that the services will continue to be needed, an alternative to present practice would be to merge the expenses into ordinary administration costs of the commission.

12. A gap in the present act is that it makes no specific reference to the treatment of income; consequently, an annual vote in the Appropriation Act reads:

To authorize the Federal District Commission to expend for construction, improvements and operation of works under its control, revenues accrued or accruing to the commission from the rental of properties under its control and from other sources ..... \$1.

It is suggested that this be incorporated, in suitable form, in the act.

13. *Federal District Commission Act.* Should it be that this committee is disposed to recommend amendments, might it be suggested that thought be given to the text as a whole. The aim is that of developing a national capital that is something far beyond the locating of public buildings. What is being undertaken is the creation of something that symbolizes the best of Canada with this to be achieved by cooperative action at all levels of government.



The texts of the act and of the vote regulating the national capital fund focus attention on money. As a result, there are those who suspect that the fund is a wedge to supplant, step by step, the jurisdiction of provinces and municipalities, and there are those who regard the fund as something to be tapped to keep down local taxes. Both are wrong, but where can one find in the present legislation words that may be quoted in rebuttal?

14. *Future Financial Needs.* The amount to be credited to the national capital fund is a decision of policy, so reference is now made only to the trend of costs in administering projects under the control of the Commission by means of the statutory grant and its other income. The last completed audit was of 1954-55 accounts.

May I interrupt here, gentlemen, to say I have signed off the accounts for the present year this present week, but I put this in earlier. In that year the commission spent \$749,000, the money coming from the following sources:

Balance on hand March 31, 1954 .....	\$ 22,000
Statutory grant .....	300,000
Supplementary grant .....	121,000
Miscellaneous income .....	158,000
Transfer from property rentals. Suspense Account ....	148,000
	<hr/>
	\$749,000

May I interrupt again gentlemen to say that if you want the comparable figure for this year it is \$824,000.

15. The commission has no replacement reserve for reconstruction of roads, etc., therefore any outlays come out of the sources just listed. With traffic growing as it is, the prospective cost of resurfacing, etc., may not prudently be ignored. Various alternatives suggest themselves: (a) secure a special vote when necessary, (b) accumulate a fund by means of a special continuing appropriation, or (c) charge all major capital costs to the national capital fund. From the long range viewpoint, (b) has much to commend it so far as new construction is of concern, but what now is of concern is possible needs with respect to established roads, etc., in the immediate future. Should it be decided to continue providing for administrative and operating costs by means of a statutory grant amount, my opinion is that, during the next few years, it may be prudent to permit capital costs related to fixed assets to be charged to the national capital fund and then consider an over-all policy for the future. On the other hand, costs of the National Capital Planning Committee might now be appropriately merged into the operating grant to the commission. The vote for government grounds might be granted to the Department of Public Works rather than to the commission because the statutory obligation to maintain is on the Minister of Public Works. The Federal District Commission would still do the work but under a contract with the department.

16. Based on past experience and bearing in mind that new facilities are coming into use, it is probable that ordinary administrative and operating costs will increase at a rate of around 5 per cent annually in the next few years. Unless sources of park revenues are developed, the commission's overall income from services, rentals, etc., may remain either at approximately current figures or diminish. It seems prudent to assume that rental income will diminish in the next five years.

17. On the basis of the foregoing, it may be that in the next five years normal operating and administrative costs (including those of the National Capital Planning Committee but excluding the costs for maintaining grounds around public buildings) may total \$4,800,000 and that income from operations and rentals may be between \$1,300,000 and \$1,500,000. Using the lower amount, were the grant \$600,000 in the first year and annually stepped up by \$50,000, the financial needs of the commission should be taken care of during the next five years. It is, of course, to be borne in mind that an auditor gives prime consideration to past records of income and outgo. In other words, no effort has been made to visualize the cost of new activities, if any, that the commission may undertake in the next few years.

*By Senator Connolly (Ottawa West):*

Q. Going back to sections 8 and 9 on page 3, Mr. Chairman, at the end of paragraph 8 Mr. Sellar referred to the fact that no overall plan has been officially approved under the planning legislation in Ontario. I wonder whether we are correct about the Ontario Planning Act which, by the way, I see was re-enacted in 1955—completely re-enacted. Some of the sections have been amended a bit.—A. I am sorry of that I did not check for that.

Q. Under the provisions of that act it is within the power of the municipalities which join together to establish—in this case, here, the Ottawa Planning Area Board, to develop a plan which can govern the whole area covered by the area designated as a planning area by the minister. Now that planning is planning on the municipal level and the act gives it completely legal status, whatever plan is finally adopted. That plan could in a sense, I suppose, be considered at a lower level than the type of plan which Mr. Greber prepared for the Federal District Commission. Would it be appropriate to think of it in this way: since the Ontario legislation exists and allows this type of planning to be done it should be the responsibility of these municipalities to do the planning that is envisaged by that act and then, perhaps, to consider the larger plan for the Federal District as something added over and above the planning they should do on a purely municipal level.—A. Mr. Chairman, the national capital plan as developed by Mr. Greber is, I assume, before this committee.

Were you to turn to page 202 of that report there is a paragraph to the point; I will read it to you—I have it here—in which he deals with this question of responsibility for doing zoning work:

Comprehensive zoning within the municipally organized areas of the national capital region are primarily the prerogative of the respective component municipal administrations delegated through legislative authority of the provincial governments. In the development of the area as a capital region the provision of zoning regulations will continue to be exercised through these autonomous administrations; but in so doing due regard must be taken of their functional relationship within the region as a whole in order that there may be maintained and fostered zoning standards which, while taking full cognizance of their respective needs will in general be equitable to the whole.

That was what Mr. Greber envisaged.

Q. In 1950?—A. In 1950. In Ontario the Planning Act is the next step in order to have uniformity and consistency.

Q. May I interrupt for a moment there. Mr. Greber there is talking about zoning and that zoning, which the mayor of the city of Ottawa described in considerable detail the other day, primarily is done under the provisions of the

**Municipal Act**—I am trying to clear my own mind as well as perhaps to help the committee on this—and that zoning under the provisions of the Municipal Act and the zoning by-laws affects all the people in the area which is described.—A. Yes.

Q. But, in addition to that, in 1946 I think it was, Ontario passed this new act called the Ontario Planning Act. Under zoning provisions of the Municipal Act, a municipality can zone within its own limits; but under the Planning Act it can zone within its own limits if the planning area is just within the municipality. But it can zone outside the municipal boundaries if there are parts of other municipalities involved in the planning area. Is not that Planning Act something which goes further than the idea of zoning which contemplates a plan for an area but is still below the level of the type of planning which Mr. Greber put in his report of 1950? What I am coming to is this, that it seems to me that if the Ontario legislation provides for the planning in a planning area, then these municipalities perhaps have an obligation—possibly only a moral one—to take full advantage of that legislation and to plan their area as best they can in the interests of that area?—A. Well, unless this new legislation changed the Planning Act drastically—

Q. No. It has not.—A. All right. The Minister of Planning and Development, as I understand it, has the power to decide that a certain area should be planned—it can be one municipality or several municipalities may be made parties; he lays out the area.

*By Senator Reid:*

Q. He is a provincial minister.—A. Yes, of planning and development. He designates the municipality to be the “designated” municipality, and having done that this municipality sets up a planning board of four, six or eight persons, plus the mayor. In the present case, Ottawa was designated as the municipality. It nominates eight persons plus the mayor and recommends them to the minister as members and the minister appoints. Having done that they perform various duties under the Planning Act but, among other things, they are supposed to develop an official plan and having developed that official plan, as I understand it, they are to submit it to the city of Ottawa. If the city of Ottawa approves then it goes to the minister. The minister in turn sends a copy to every provincial department interested, to the Ontario Hydro Power Commission and to each municipality concerned. None of them needs to pass any resolution in connection with it. All of them can object or agree to it, and the minister can make whatever changes he sees fit; but one he has satisfied himself that he has a satisfactory plan, and he registers it, then every zoning by-law made under section 390 of the Municipal Act is subject to the provision in the Planning Act that notwithstanding any other general or special act no by-law shall be passed for any purpose that does not conform therewith. That is what the Federal District Commission wants. They do not want zoning by-laws that can be changed overnight at the whim of somebody. They want stability.

*By Senator Connolly (Ottawa West):*

Q. But that plan has never been made for this area.—A. An attempt was made once, sir, to submit a plan. It was based on the Greber plan plus some supplementary documents. It was approved by the Ottawa Area Planning Board. Frankly, I do not know whether I was at the meeting or not. I was a member of the board and Mr. Cruickshank was the chairman. It went through council and was sent to Toronto. Toronto never officially approved it and there is no official plan to this day.



*By Senator Reid:*

Q. Does that mean that the Municipal Board is the key board?—A. The minister is the key man.

Q. The minister of the province is the key man to the whole thing and all plans can be thrown out.

Mr. RICHARD (*Ottawa East*): It is true, with the existing machinery, that if an official plan was agreed upon by the municipalities and the government there would be no trouble because the minister agreed that it would be the plan; but the Ontario Planning Act is planned purely for the municipality and the province of Ontario. This is a special problem here; this is not a group of general municipalities, but includes among other things the capital of Canada. I like your suggestion. Possibly we should start all over again and a proper official of the government should consult with the proper official of the government of Ontario to find out if they have an interest in the national capital, if they are so interested that they will get to work to see that their municipalities will get together with the government of Canada to put through an official plan. You will have to find out what interest the province has in doing such a thing. If they have no interest, then we will have to start all over again.

Senator REID: As suggested here in clause 9.

Mr. RICHARD (*Ottawa East*): Yes.

*By Senator Connolly (Ottawa West):*

Q. The Federal District Commission do not have to participate in the formulation of a plan under the Ontario Planning Act?—A. No. Its interest is the practical one.

Q. Yes.—A. The trouble is between the city and the rural municipalities. The rural municipality always feels that the city slicker is putting one over on it, and you have that feeling in this area. If the Federal District Commission could come in at some place it might soften strained relationships. That is something that I think warrants consideration.

Q. The provincial department might help on that?—A. Yes. I am inclined to think that you would find the Toronto department quite cooperative. That is my own opinion.

Senator LAMBERT: The clarification of this question is very important just now because we have had evidence here during the past weeks from municipalities which certainly did not agree with the clear concise lines that have just been defined by the witness. We had rural municipalities here who expressed their appreciation of the help which they had received from the Federal District Commission in relation to possible plans; but there was nothing but objection and exception given or expressed by them when reference was made to the Ontario Planning Board in Toronto in relation to anything which they wanted. They completely regarded it as a sort of foreign body that was in league with somebody around here and that was not concerned particularly about what those municipalities wanted at all. Now, as Mr. Richard has just pointed out, there is certainly need for the tightening up of the relations, in the form of existing organization here, in order to make it possible for those misunderstandings to be eliminated and something pleasant take their place. I think it is very important to have this clarification which has just been made.

*By Mr. Gour (Russell):*

Q. Will you agree that, to get an understanding—we are talking about Ontario just now—that it would be a good idea for the federal district, the city of Ottawa and those two municipalities, Nepean and Gloucester, to get

together and have a settled plan which they may bring to the Planning Board and Toronto and have approved? Suppose that Ottawa and all those municipalities decide on a plan and it is approved by Ontario and this plan does not agree with the Greber plan, I believe it will be something that can work. I myself believe that the Federal District Commission should get together with the city of Ottawa, with the townships of Gloucester and Nepean—the two townships which are interested—and try to get some plan settled down which they know is the plan. I think that the minister will be happy to take such a plan which is well understood and settled down and explained.—A. If I may venture to suggest—you name two municipalities and the city—there are several others in this area. To my way of thinking you cannot foresee when they may become interested and you should not bring them in at the last moment. If there is to be any real progress we should try for something more representative of all the municipal authorities. After all, I am on that board and there is no sense in my being on it. It should be composed of elected representatives. They are dealing with things affecting individuals, and they should be elected. I should not be on that board, and there are some others who should not be on it.

My feeling is today that the city of Ottawa is placed in a rather unfair position because a lot of technical work has to be done; their officials do the technical work and they make certain findings, and they are the findings of technical men. But if one should happen to be adverse to what some particular municipality likes, then they say, "there is Ottawa ganging up against us again". I would like to see the Federal District Commission brought in on the technical side. Perhaps the Federal District Commission people may disagree with me, but I am thinking of human relationships. If we can get the Federal District Commission in a little more and the city a little less in on it now is on the technical side, then harmony may prevail.

Senator REID: We had evidence before us of plans which were reviewed by the city and the parties concerned went to the Ontario minister. This condition can only end in chaos. You struck the key thing, in my mind, which would be one of the solutions of this great problem.

*By Senator Connolly (Ottawa West):*

Q. Officially, under the law that prevails in these areas here, the Federal District Commission has no official status?—A. None whatsoever.

Q. And really, to give whatever is to be done here official status, the cooperation and active assistance of the authorities which administer the Planning Act is essential.—A. Yes. My feeling is this, sir, that it is desirable that this act—and I am now speaking of the Federal District Commission Act—should be broadened so that there is authority for the Federal District Commission to act not only for the government of Canada but also for the province.

Q. With a province?—A. For a province. They can do both. So that if the Minister of Planning and Development, under the Planning Act, decides to set up new type of planning area board for this district, he could ask that the government of Canada authorize the Federal District Commission to play a legal role in administering and developing that plan. I just leave that thought with you.

*By Mr. Philpott:*

Q. Without going that far as to whether or not the province of Ontario would ever delegate its authority to that new body which you suggest, certainly the evidence that has come out of this investigation so far makes it

absolutely astonishing to me that the national capital plan has never yet been submitted to the authorities which have the key legal power, namely, the province of Ontario. We know as a result of what has happened with it, that they have to a certain extent played ball or fitted in with the national capital plan, but I am astonished that the national capital plan has done as well as it has done in view of the failure. We have seen evidence before this committee where the most contentious thing of all—the Greenbelt of course—was opposed violently by those municipalities and it is part of the national capital plan. Yet when an appeal is taken to the Ontario Municipal Board they turn thumbs down on what is part of the national capital plan; and if the province of Ontario has never had the plan submitted to it, my wonder is that we have got as far as we have.—A. There is no official plan for the Ottawa area. Therefore the municipal board must ignore the so-called Greenbelt and I do not think it could legally do anything else. I think it just had to ignore it.

Senator CONNOLLY (*Ottawa West*): Later on I want to ask some questions with reference to the Greenbelt, but I do not want to interrupt this part of the discussion, Mr. Chairman.

The Presiding CHAIRMAN: Yes.

*By Senator Lambert:*

Q. I think this suggestion which Mr. Sellar has made about the partial area of jurisdiction within what is now a provincial area naturally should lead to the consideration of the principle of the federal authority having jurisdiction in a provincial area. If you adopt it, it is very difficult to discuss it because there is no definite limitation described; but if you approve of the principle in a limited area, then why not for the whole area? Why not describe the area which is involved in the national capital plan and ask for the same jurisdiction that they have in the limited area.

That I know would precipitate the whole question of whether you will have a federal district area or a federal district here and it involves all these municipalities, the city of Ottawa and the townships; but it seems to me that if you are going to concede that it is desirable in one section of that area, then you have gone quite a long way towards adopting the whole thing. The federal authority if I may attempt to illustrate it—the federal authority in connection with the building of the St. Lawrence Seaway—the federal authority did yield its jurisdiction in connection with areas over which it had control in that river, in a navigatable river to the Hydro Electric Power in Ontario so that it could build its dams.

Let them reverse the procedure! Let the province cooperate with the dominion in trying to bring about some order out of chaos here in this area. The extent to which you do it without the organizations of this municipal area is something of course which would have to be worked out by a much more efficient piece of machinery than exists now.

Mr. GOUR (*Russell*): I think my point was not quite well understood by the witness, Mr. Sellar, a moment ago. In his brief he talks about Ontario. My point of view is this: I was asking about it and I am still of the opinion that if they will not have an understanding—I am speaking of Ontario but the same thing would apply for Quebec—as long as there is no understanding between each municipal party concerned and the federal district, or call it whatever you like, each of the provinces should have an agreed plan in which somebody will understand something, and will know something on which they can depend because up to now everybody is in the dark. If I have no plan to go by, and if I go back on one side I do not know what place I should be; my opinion is that as long as they are not able to understand between each body concerned, through the province of Ontario or through the province of



Quebec, or that body of the federal district, I am surprised myself at the good work that has been done up to now. I am surprised and I must congratulate them. Do you not believe there should be a body of these people who should settle down on a plan?

The Presiding CHAIRMAN: Was there a question directed to you, Mr. Sellar, by Senator Lambert?

Senator LAMBERT: What was that? I was just commenting on his recommendation that there might be a yielding of authority to the Federal District Commission in this municipal area. I was just elaborating on that. If the witness would care to comment on anything farther than that, he is free to do so; but I was trying to establish the principle for the whole as well as for the part.

The WITNESS: I was not speaking so much of the delegation of power; I was thinking of the purpose and the duties under the Acts. I do not think you want to go too far in assuming jurisdiction, but you can help by performing functions because you are in a better position to do it without creating antagonisms. But as far as the size of the area is concerned, the Minister of Planning and Development can fix any size of territory that he likes. He is not limited to the city of Ottawa or to those two municipalities. He can go as far afield as he considers desirable for his planning area. And when it comes to the planning, the plan that the board has to make must be done after they have investigated and surveyed the physical, social and economic conditions in relation to the development of the area. Unless that has been modified, that was in the text of the previous act there to cover everything in that area.

*By Senator Lambert:*

Q. Your suggestion then is that you could have that end served better by having a tightened up cooperative agency rather than by upsetting the jurisdictional authority of the federal people?—A. My worry today is that the Planning Area Board is not getting results. How is the Planning Area Board divided? It has a membership of nine with Her Worship the Mayor who acts ex-officio, and eight appointed members. Controller Nelms is for the city; Stanley Lewis is for the Hydro Commission for the city; those are really the two city representatives plus Her Worship the Mayor; then there is Mr. Bates who is a member because he is president of Central Mortgage and Housing Corporation; and there are Reeves Moodie and Armstrong of Nepean and Gloucester townships. Then there is Mr. Vien who is currently the chairman. Mr. Vien was originally put on that committee at the outset because he was a resident of Nepean. It so happened that he was living in part of the area that was annexed, and he became a resident of Ottawa. But, he was originally put on to protect the Nepean interests. The other two members are General Kennedy and myself. General Kennedy is naturally on as president of the Federal District Commission, and I am on as a member of the National Capital Planning Committee of the Federal District Commission. I take my cue to vote from General Kennedy.

*By Mr. Coldwell:*

Q. Following what Senator Lambert said; he was thinking primarily of delegations of jurisdictional power in a large area. I noticed that you said it need not be jurisdictional, but functional?—A. Yes, sir.

Q. That would include, would it not, zoning of the area, and that would be a function?—A. That is what I meant. Pardon me for interrupting you, Mr. Coldwell.

Q. Yes.—A. But my idea is this: that instead of fooling around and trying to get city people who have not time to do the job, the Federal District Commission will go out and hire enough experts to put up a plan which could either be accepted or rejected by the responsible top authorities. As it is now, eight or ten years have passed without having a basis for division.

Q. You think it is possible to do that kind of thing on a functional basis without having jurisdictional?—A. I hope it will be.

Q. That is what I had in mind. I cannot see how, without jurisdiction, you can have the functional.—A. I am merely—

*By Senator Connolly:*

Q. Are you thinking of amendments to the Planning Act?—A. No, sir.

Q. You are not?—A. I am thinking of the Minister of Planning and Development using section 5 of the Planning Act to set up a special organization for this particular special area. That is all I am thinking of.

*By Mr. Richard (Ottawa East):*

Q. In this particular case, instead of hiring a consulting firm, he would hire the Federal District Commission?—A. He would bring in the Federal District Commission some place in it. Whether I am right or wrong, I do not know. I am just offering it to you as a thought.

*By Mr. Philpott:*

Q. There is no reason for anybody assuming that the government of Ontario would not be completely agreeable, because they have just as much interest in making the national capital here, as any of the rest of us, in fact more so.—A. I have found them very cooperative, sir, in everything I have had to do with them.

Mr. RICHARD (Ottawa East): I think they have been the neglected party.

*By Senator Reid:*

Q. They have not been approached in the proper manner before.—A. I do not think the provincial government can be criticized for hanging back. We have not sent the stuff over to it.

Q. That is what I said; they have not been approached in the proper manner. It is 5 o'clock, I move we adjourn.

The CHAIRMAN: Senator Connolly, you said you had another question to ask.

Senator CONNOLLY: Yes.

The CHAIRMAN: Can you come back tomorrow morning, Mr. Sellar?

The WITNESS: I am entirely in the hands of the committee.

The CHAIRMAN: Is it the wish of the committee that we adjourn?

Mr. COLDWELL: I think we have received more favourable evidence from Mr. Sellar than we have had—of course, I have not been here all the time.

Senator CONNOLLY: May I just say that before we do adjourn Mr. Sellar said at the beginning that he did not presume to explain things that were legal because there were counsel around here. I just want to say this to you, Mr. Chairman, that no counsel could have explained this Planning Act in a nutshell and so clearly as he has. I congratulate him and thank him.

The CHAIRMAN: We will be looking forward to seeing him tomorrow.

## EVIDENCE

June 28th, 1956,  
10.30 A.M.

The Presiding CHAIRMAN (*Mr. Armand Dumas*): Mrs. Wilson and gentlemen we have a quorum. At this point I wish to welcome the senators who are here for the first time this morning—Senator Wilson, Senator Croll and Senator Bishop. We are very happy to have them with us.

Yesterday some very valuable information was placed on the record by Mr. Sellar. If you look at page 3 of the memorandum, sections 8 and 9, those sections were pretty well covered yesterday. But, in case some members have additional questions to put to Mr. Sellar, I am sure he will be pleased to answer them, or answer any other questions you would like to put to him.

**Mr. Watson Sellar, C.A., Auditor General of Canada, called:**

The WITNESS: Mr. Chairman, before you start, might I ask your permission when the transcript of the evidence reaches me to allow me to make a correction? Yesterday in giving evidence I referred to Mayor Goodwin of Ottawa. I was wrong, of course. It was Mayor Bourque, at the time. But, I was right in name, Controller Goodwin was the active person in these negotiations. I would like to make this slight change.

The Presiding CHAIRMAN: Instead of "mayor" it should be "controller".

The WITNESS: Yes.

*By Senator Connolly (Ottawa West):*

Q. Mr. Chairman, when we left off yesterday we were discussing with Mr. Sellar, or we were going to discuss with Mr. Sellar, the question of the Greenbelt, which is one of the rather unfortunate proposals that the commission has placed before the committee for the purpose of discussion.

Mr. Sellar, I think perhaps one of the aspects of that problem has been to deal with the matter of the purchase for resale of land out there. Perhaps it might be helpful if I just said that the commission's feeling in the matter now, and I can understand it very well, is this: they felt that zoning bylaws by the municipalities concerned in the Greenbelt would give no permanence at all to any provision for land use, because the zoning bylaws could be changed just as readily as they could be established. So, they felt that if the Greenbelt idea was to become a reality, as far as the Federal District Commission is concerned, they would have to purchase the land and then resell it subject to covenants contained in the deeds, from the purchasers, and that they would only use the land in accordance with those covenants.

Now, that involves purchasing by the crown, or an agency of the crown for resale, and possibly expropriation for the purpose of resale. It also involves a great deal of money. Now, it is perhaps unfair to ask you to bite off such a big piece of the problem, but I think the committee would be very glad to have some views from you on it.—A. Mr. Chairman, the question put to me is in a sense a little embarrassing, because it involves public policy. I am Auditor General and have nothing to do with public policy. On the other hand,



I want to be as helpful as I can. So might I couch my words as though I were asked by a minister to make a report to him as to his possible course of action and the matters he should take into consideration were he considering such a problem. If you will allow me to answer on that basis, I would feel free to give you an answer.

In the first place, Senator, it seems to me that a great many people are not exactly sure what the purpose of the Greenbelt is. They think that Mr. Greber's report has to do with the construction of some monumental buildings, the laying out of some driveways, and the fixing up of some things. They overlook the part in his report where Mr. Greber treats with the city of Ottawa as the core, and that the core should be organized so that it is a financially sound going concern.

He apparently formed the opinion that around 500,000 is the maximum economic size for a city. Beyond that the cost of administration gets out of proportion.

Then he used a chart on the history of Ottawa.

Q. Could I interrupt there for a moment. Would you say that the Gore and Storrie report practically came to the same practical conclusions?—A. Yes. Mr. Greber in his studies checked the possibility of Ottawa becoming a city with a possible population of 500,000. It is interesting to look at his charts. He took the first estimates of population in Canada around 1810 and he followed it after every census. Oddly enough, the population of Ottawa and Hull, what you might call this capital district, has more or less constantly approximated 2 per cent of the population of Canada since 1810. It is about that today. He projected his figures and reached the conclusion that around the year 2,000, Ottawa would have a population of 500,000.

Then he, in his plan, proceeds to zone the city. He suggests that in the inner zone we should strive to zone so that the population density is not in excess of 40 people to the acre. Then in the next zone we should try to arrange that there are not more than 32 people to the acre and in the next zone, not more than 25 people to the acre. Then he put a fourth zone which he called a reserve zone, a zone that would have all municipal facilities, and which could be built up, but should be kept at not more than 12 people to the acre for the time being but, as the city built up to that area, it would fill in. That was his city, one that would make sure of no unreasonably heavy urban developments and so on. Then he said, bind it by a Greenbelt, with a population of no more than 12 to the acre the same as in his reserve zone; but, in that Greenbelt, there would be no municipal services.

Now, that was his idea of what was desirable. He was looking at the city growing as he saw it and as practices were in 1948. But, sir, as the evidence given to you by the Central Mortgage and Housing Corporation shows, in the last five years building practices have changed materially. You will recall Mr. Bates pointed out, that around 1950 big subdividers no longer regarded themselves as anchored to the end of pipelines for the construction of their subdivisions. They were ready to bore artesian wells and put in septic tanks and streets and do everything just as is happening in municipalities all over Canada. That is happening in Ottawa. The result is that there are big gaps where Mr. Greber thought would be built up first. You already have projects in what he called his reserve area. I now come to the personal angle on the Greenbelt. You have met the reeves of Nepean and Gloucester. You have met their councils, and you have met their secretary-treasurers who are also very important individuals. I think you will have found them pretty decent fellows.

Q. That is true.—A. But they are representing the hardest class in the world to represent, the agriculturists, the farmer, who is an individualist. He sees today, as a result of this changing practice, that there is a chance that his

land might suddenly be grabbed up by a subdivider and he paid a big price for it. He did not hope for that chance ten years ago, but he has that hope today in the back of his mind, a very important hope now. Therefore, he does not want any restrictions that are going to stand in his way of making a big capital gain on his farm. That is the problem, I think.

Whether you can get a zoning bylaw for the Greenbelt, is a little hard to say with any certainty. In the face of the evidence before you, the answer would be, I feel, in the negative. But, I am not so sure that the councils of those two municipalities are altogether happy over this growth in population in their areas. It is disturbing their farming, and they might be ready to compromise on a fair deal along the line. But, what the Committee has to consider is that the Federal District Commission thinks is desirable and should be maintained as a Greenbelt. They give seven reasons for that. I have them here and quote them to you to refresh your memories. They are to be found at page 65 of the evidence. They are: (a) it will limit the ultimate population and provide for the economic development of municipal services by permitting the construction of sewer and water facilities to ultimate design capacity—that is the Gore and Storrie report.—(b) It will maintain sites which in the future can be used for federal buildings or institutions requiring large areas.—(c) It will prevent rural slums which occur when housing is permitted to grow sporadically without adequate servicing.—(d) It will protect the access roads to the metropolitan core by preventing dense ribbon development.—(e) It will protect the farms against urban uses. When rural lands are used for housing, a demand for schools, road servicing, municipal services and welfare developments.—(f) It will be valuable as collective areas in an emergency involving civil defence.—(g) The outer line will provide a physical limit to the national capital.

Now, sir, in my opinion any one of those is a good reason; but, sir, the same reasons can be given with respect to any city in Canada. If you had a Greenbelt around every city in Canada or wanted to have a Greenbelt around it, you could use the same arguments. What you are dealing with is a national subject, you are not dealing with the city of Ottawa as a city. You are dealing with the seat of government. I think you have to narrow thinking down a little in respect to those proposals by the Federal District Commission. If the Federal District Commission were to take over all that land and pay out X millions of dollars, ultimately the government of Canada would make money on the proposition of resale, but, who are we protecting in the meantime? It is the city of Ottawa, the urban city, not the national capital, but the urban city run as a municipality. I think that the members of parliament and the senators from outside of Ottawa, might reasonably argue—and still bear in mind that I am thinking in terms as though I were advising a minister—they might reasonably argue: if you are going to do something for the benefit of Ottawa then Ottawa has to do something for the benefit of Canada; there has to be some concession along the line; it has to be both ways. Immediately you would have a howl that the dominion was intervening in provincial and municipal matters.

Going a little further, you might have more serious trouble in the townships of Gloucester and Nepean, because I understand the land proposed involves about 25 per cent of their area.

The Federal District Commission are smart people. They are not putting this up merely to try to get \$15 million or \$20 million to spend. They know that they need it for various reasons. It seems to me that the big purpose of the



Federal District Commission, as we see it today, is in relation to access roads, and control along the roads. In quoting their reasons, I cut it a little short, but this is taken from their brief:

Arterial roads cease to be of value when interference to traffic develops from abutting property owners. This fact is recognized by the Ontario Department of Highways, which declares 30 M.P.H. speed limit on a roadway when 50 per cent of its frontage is built upon. By using existing arterial access roads, the demand for new and costly limited access roads is reduced.

Now, the last part of it is of importance.

The national capital plan calls for the construction of several driveways and parkways around Ottawa. Some of them will go right to this Greenbelt area. If the roads in the Greenbelt and in this reserve area of the city of Ottawa are allowed to be built up so that traffic cannot move, there is going to be a demand that the traffic be allowed to go on the parkways and driveways. In other words, what is being planned for the beautification of Ottawa may be converted into commercial roads. That is one possibility that the Federal District Commission had in mind.

The second thing that interests me, and I noticed that the Federal District Commission does not mention it in its brief, is the legislation adopted in 1952 by parliament when it amended the Aeronautics Act, which gives to the Minister of Transport the power to regulate zoning in the vicinity of airports over Canada in the interests of aviation.

When that legislation was enacted, or shortly afterwards, Malton was the first place that the Minister of Transport began to survey. He has made quite considerable purchases in that area, and he is zoning it. I do not know what he plans to do in Ottawa, because I have not been in touch with that department for three years. But they told me then that in due course they would be considering the Uplands airport, which is in the Greenbelt area. He said, "We are really interested in the air, we do not want anything above a certain height. But we are also indirectly interested in the ground. We do not want houses along the runways" or those points where they are coming in and going out; I am not sure of the correct phrase. Because, he said, "You can fly a big plane 2,000 feet over a house, and as it roars by the woman will claim it just missed her chimney". He said, "We do not want that sort of trouble. We would like to avoid having housing too close to the airports, and particularly at Uplands, because it is used both by commercial aircraft and service aircraft. We cannot tell what is going to be needed".

Now, I think that that is of importance, sir, when considering the Greenbelt. What is the Department of Transport going to need? Are they going to be in there too? I think that you may have a merger of interests of the Federal District Commission and those of the government in another sense.

Finally, I would say to the minister who was asking me for my opinion: Mr. Minister, you cannot make the decision whether land should be purchased or not. That is a decision for the government, and ultimately parliament has to authorize the money before you can do anything. In the meantime, what you do have to consider is what sort of legislation should you have to regulate purchase and resale. Does the Federal District Commission Act include everything necessary for that purpose? In my humble opinion it does not. It has got two paragraphs on the whole subject, both of them dated back 50 years; each can stand amendments to bring them up to date.

Therefore, senator, I would say that if you want my opinion on this question of purchase of land for the Greenbelt, I think that this committee might well start first with the question, "Is the act good enough in the event that the government decides that they should go in there and buy?"



I think I have talked far too long.

Q. No, no. Do you think that full use has been made of the Planning Act of Ontario in that it goes to the Greenbelt problem?—A. No. On this I can bring in personal experience. A few years ago a committee of the Federal District Commission requested that four or five of us consider this Greenbelt question. I was one of the persons. In the course of that, Mr. Allan Hay, who is here, and myself, met with the municipalities of Gloucester and Nepean.

Of course, we did not get a great distance, but we did get somewhere. In England they have legislation with respect to land that is zoned for open spaces, as they call it. If an owner in such an area feels he has a grievance, e.g., he cannot use his land or get a reasonable return from it, then within a certain number of years—I think it is seven—he can demand that his land be compulsorily taken and the price fixed. That is his protection.

That does not seem to me to be suitable in Canada. When I talked to farmers in our greenbelt their worry was: we are getting older and our children are growing up. They do not want to carry on with the farm. They want to go into the city and get a white-collar job, or they want to go to university. We may be stuck with the farm when we get old. Some fellow may just say: "Here, you will have to get off this farm, you can no longer handle it. Here is my price, take it or you are out of luck entirely". So, we said, "would it make it easier for you to zone this area if the Federal District Commission were to give some sort of an undertaking that we would put a floor price on it for a few years to protect you"? The Gloucester people thought yes, it had some merit. The Nepean people thought no. The then reeve of Nepean was out to massacre the city of Ottawa's annexation. That was all he would talk that night, so our idea never came to anything.

But the problem is being considered, not only for the Greenbelt, but for this reserve zone, because if you read the evidence you will find that Reeve Moodie periodically came to the point that the city of Ottawa had never assembled land, and has never fixed up the reserve part on this side of the line. But, if you could get, and I think it is possible, a meeting of minds you could work out a compromise. You would not get the perfection of the Greber idea, but you could get a compromise. However, you cannot get a compromise if you only have the city on the one side and those two municipalities on the other. You have to have some people in as arbitrators.

Q. Yes, but the law as it now stands really would not make the Federal District Commission the arbitrator. It would have to be some authority of Ontario?—A. It would be the Department of Planning and Development of Ontario.

Q. That is the only law that runs?—A. That is the only law that runs. If you do not follow that law you have to buy.

Q. I do not know that the machinery of the Planning Act would allow for a solution of the problems at the present time. Perhaps that legislation would have to be amended?—A. Mr. Chairman, in reply to that, I do not think we should over-emphasize our problems of the present time. The problems of today are not the same as those of five years ago, and five years from now they may not be the same problems as at the present time. What we have to do is to get some working arrangement that will take us step by step. The thing we must have is cooperation.

*By Mr. Coldwell:*

Q. The longer it is delayed the more difficult the solution becomes?—A. Yes, particularly with the subdividers working out as they are.

Q. Yes, I was thinking of that.

The PRESIDING CHAIRMAN: Any other questions on the subject of the Greenbelt?

*By Mr. Richard (Ottawa East):*

Q. Mr. Sellar, you said a while ago that you were in favour of the revision of the Federal District Commission Act. Of course, quite a few of us have been asking for a revision of that act, for years.

Mr. McILRAITH: For ten years.

*By Mr. Richard (Ottawa East):*

Q. You spoke in respect to the purchase of land, but do you think it is suitable also for the purposes of expropriating land as it stands now, or have you any opinion in respect of expropriation of the land suggested for the Greenbelt? Is the Expropriation Act sufficient for that purpose?—A. Mr. Chairman, I am a useless witness to answer that question because I hate the idea of expropriation, except where you cannot avoid it.

Mr. CARON: So do I.

The WITNESS: Therefore I cannot look at expropriation dispassionately. I know you cannot avoid expropriation sometimes. But other times I think it produces more grievances than it is worth. Moreover, when you are dealing with a man's home, no court can put on a fair value in respect to what a man's place is worth. He has planted a garden; he has fixed this thing and that thing, and the court cannot take these things into consideration.

However, I think that the Federal District Commission has done the proper thing in the last few years in making practically every purchase by means of negotiation. That takes the sting out of it.

They may have the power to cast a shadow over a man's head by keeping this idea of expropriation in mind, but if they can negotiate a price, that is a much better way of doing it. When you come to the question of whether you should use expropriation to purchase land that you are going to resell, that is something for the lawyers to answer, sir, I do not know.

Q. I quite agree with Mr. Sellar, and perhaps you will also agree with me again, that when you speak of expropriation, that is an old act also and has never been revised and modernized in respect to proper compensation to the owners?—A. I agree with you, sir.

*By Senator Lambert:*

Q. Mr. Chairman, I do not know whether Mr. Sellar would agree with me or not, but having due regard for the character of the representations of the Federal District Commission in connection with this work here, and by that I mean the national character of the representations, I think there is very great danger in respect to that open formula of making separate deals with people wherever property is needed, eliminating the idea of expropriation. I think there is great danger and it probably imposes a bit of an assumption that you are going to have the continued and maintained interest of the people of Canada from the Atlantic to the Pacific in doing this job. In other words, there is unconsciously a local political factor which creeps into this situation, which is not quite fair to the general character of the representation and the merit as a whole on the part of the Federal District Commission.

Therefore, if the Federal District area and all that is involved in it—I am not talking now about the consolidated federal district, but the area composed of its municipalities and so on—if it is necessary to carry out that objective as much as possible along the lines of the Greber plan, then I think it has got to be considered essentially of national importance, and just as essential in its character as the expropriation of land along the St. Lawrence river and the development of the new seaway. For that reason, I think it would be a mistake to rule out the idea of the necessity of expropriation.—A. Oh, I am not—

Senator LAMBERT: That again is something that the government department that is responsible for this commission will have to decide, because it is quite clear that you cannot have expropriation as a policy on one side of the river and not on the other, if you are going to have an evenly balanced federal district.

The Presiding CHAIRMAN: Are there any other questions?

*By Mr. McIlraith:*

Q. Mr. Sellar, did you deal with the point in respect to the management of land contained in the Greenbelt after it was taken or acquired by the Federal District Commission, during the time they held it? Did you deal with that in your reference?—A. Of course, I would only be interested in the financial side of it—that is, whether it was rented and what rentals were being secured and what you were getting; otherwise, my opinion would not be worth listening to.

Q. I take it from that you do not care to give an opinion.—A. I have not got one, because it would be no good.

Q. I am not sure that it would be no good. However, I will be happy to leave it at that.

*By Mr. Coldwell:*

Q. Following up Senator Lambert's statement, coming as I do from a part of Canada other than Ottawa, although I am living here at the moment, I think he is perfectly right in his suggestion that if this is to be the national capital something more than the interest of the local municipality and the local property owners must be taken into consideration. Because, after all, the amounts of money that would be expended by the federal authority are coming from all over Canada. Secondly, where you cannot negotiate a reasonable price now and the thing drifts along for years, that enhances the property values and the people of Canada are going to be compelled sooner or later to pay much more than what would be required momentarily for the acquisition of that property. Consequently, it seems to me that while negotiation is the first procedure—A. Yes.

Q. —that expropriation should be considered as a part of the plan to acquire the necessary property for the national capital. I think from the point of view of the people outside the area, the property owners and the people of the district, it is essential that we shall keep them interested and determined to build a national capital here without using expropriation and without undue delay in negotiation. I cannot see the justification for the expenditures of money, from the point of view of the outside people. What have you to say about that, Mr. Sellar?—A. Mr. Chairman, I do not disagree with anything that either Senator Lambert or Mr. Coldwell has said in regard to public administration requiring the power to expropriate.

Q. Yes.—A. My view is that it is a weapon that should only be used as a last resort.

Q. I will agree with you on that.—A. If you can negotiate, even by paying a little more, it is better than having to expropriate and cause hard feelings all along the line, but I do not contest at all the idea that you must have the power of expropriation.

Q. I am thinking of the delays that might occur during negotiations which would enhance the property values to the extent that it would be an imposition on the rest of the people of Canada, especially if those delays were unduly prolonged. Therefore, expropriation, after an attempt at negotiation at a fair price, should be used.—A. Alternatively, sir, may I say that sometimes expropriations are allowed to drag out for a very long time.

Q. Yes.



*By Mr. Caron:*

Q. In regard to what Mr. Richard said before, before they should go ahead with expropriation they should revise the act, because you have got to take into consideration the sentiments of those owners of the land which is expropriated, the person who has built the house on his property 50 years ago and who has lived on it all his life. He is now about 70 years of age and we have to take into consideration the point of view of that individual.

Mr. COLDWELL: Yes, but I was not thinking of that point. I was thinking of the larger properties that are not built on, and that are not owned by—

Mr. CARON: I am thinking of the small land owners.

Mr. COLDWELL: In regard to the small land owner, I think we should be generous with them. A lot of large properties are involved in this area.

Mr. McILRAITH: Mr. Chairman, on that matter of expropriation, I do not know that it is a matter for the witness to give much evidence on, but the whole expropriation law needs revising and modernizing. When you get into the question of business disturbance and related problems, the legislation is not, I would venture to say, up to date with modern thinking at all. It is an old piece of legislation which needs re-examining and modernizing. I do not think you can say it is a matter of anybody benefitting, but it does not always give the court the authority to pay the damages that are suffered by the persons whose property has been expropriated.

Mr. COLDWELL: I think that Mr. Sellar made some reference to it.

Mr. McILRAITH: The burden falls as heavily on the person who is expropriated and it is embarrassing to the one administering the expropriation legislation.

Senator CONNOLLY (*Ottawa West*): Of course, the people from the townships who attend here may also claim, in the event of expropriation, for the loss of possible profits, potential profits that may have accrued to them if they had been allowed to retain their properties and ultimately sell them to the developer. Now, where do you deal with that? On the one hand, perhaps that possible increase comes as a result of the proposals of the Federal District Commission, and perhaps it is as a result of the city of Ottawa and its growth and development. It may be as a result of those lands being of interest to those people, you see, as Mr. Sellar pointed out. But, that is one of the claims that they make. Now, where are you going to draw that line?

Mr. COLDWELL: Is not the enhancement of the value of the property due to the community itself? Should not the community itself be considered in connection with the value of the properties that are enhanced by the community's activities?

Mr. McILRAITH: But there is another question when you get into discussing that.

Mr. RICHARD (*Ottawa East*): There is another viewpoint there. If everybody was agreeable it would be much easier. I think that people in many cases who have land that is expropriated by the municipalities, who have as I understand it, the powers of expropriation under the Municipal Act—the municipalities can expropriate land for roads, for developments, for everything that they require and nobody ever objects to those expropriations by the municipalities. They do it in many instances. If there was a particular type of co-operation needed, the municipalities could undertake to expropriate the land for parkways and turn the land back to the Federal District Commission, or to the government. That would require that understanding.

Senator LAMBERT: I think Mr. Chairman, that Mr. Richard is just emphasizing probably the obvious impressions that were left as a result of the evidence given in former sittings here by the members of the different

municipalities, and also the words of the chairman of the Federal District Commission, and in respect of the difficulties involved in coming to any understanding.

Now, with regard to this talk of expropriation, as a simple illustration of the difficulties in doing the thing as he has said, I would call attention to the Prime Minister's residence and property? It was owned by the late Senator Edwards, and his son signed an expropriation proceedings which had to be taken finally to the Exchequer Court of Canada, which allowed about half the amount that was wanted by the owner. That is purely an example of the wide gap that exists between the two points of view. I am just mentioning that by way of illustration. It happened to be within the city of Ottawa, but if he had been dealing with the municipality instead of the owner, we probably would not have it settled yet.

I think that when you are dealing with these rural municipalities with regard to the needs of the Federal District Commission it comes back again to what you want to do and what you want to plan to do, and what is essential for the development of this plan, and you naturally try to have it provided as a result of the deal with the people involved, but if you cannot do that, then you have to expropriate. I do not think there is any alternative to it.

The Presiding CHAIRMAN: Now, I think the members of the committee would like to have some information from Mr. Sellar regarding the annual grants for the operations of the Federal District Commission.

Senator LAMBERT: I think that would be a good idea.

Mr. COLDWELL: That is in his line.

The WITNESS: The present annual grant is \$300,000 a year. It is quite inadequate now, and will become increasingly so because of the expansion of the activities of the commission.

The expenditures last year—that is the year ending March 31 last—were approximately \$825,000. In addition, they spent \$105,000 for what they call the National Capital Planning Committee. It was really for salaries. So that altogether they spent about \$930,000 operating the commission.

Of that amount, approximately \$50,000 was what you would call capital replacement work. The balance was ordinary maintenance and so on including about \$16,000 in grants to municipalities in lieu of taxes in the Gatineau Park area.

Based on the preceding year there was an increase in cost. I think like increases will occur this coming year. Based on the past ten year's experience, I still am of the opinion that in the next five years you will see annual costs of operating the commission rise at a rate of approximately 5 per cent per year. That is my guess. It is just a guess and nothing more than that.

The commission has, as you know, a certain surplus accumulated out of rentals from properties acquired for purposes of the national capital plan. Last year on account of their having quite a substantial deficit they had to take \$242,000 from that account. They have now a balance of credit in that account of roughly \$200,000. The rentals account for approximately \$135,000 a year, so that they have a little cushion. Whether you are going to give them a statutory grant, or an annual appropriation, will, of course, be a matter you will have to consider. Because, if you take a statutory grant you will be fixing it for a number of years. If it is an annual appropriation, the figure will be struck by the treasury board and the Governor in Council every year and submitted to the House of Commons.

That is all I can give you, sir.

*By Senator Connolly (Ottawa West):*

Q. Which do you think is the preferred?—A. I know that the Federal District Commission has recommended to you that it should be on annual basis.

Q. Rather than a statutory grant?—A. Rather than on a statutory basis. Personally I do not like that.

Q. You do not like it?—A. Yes, sir.

Q. You prefer to have it on a statutory basis?—A. On a body like this you have people from all parts of Canada serving without any reward. They should feel that they have a responsibility to administer this activity within a certain sum of money. If you want to take away that feeling, that sort of responsibility they have an annual vote will do it because I think this interest in the Federal District Commission may decline. The responsibility in respect to financial policy will fall more on the salaried staff.

*By Mr. Coldwell:*

Q. I would think just the reverse of that?—A. The salaried staff will then have far more to say about the preparation of the estimates than the commission will.

*By Senator Connolly (Ottawa West):*

Q. I suppose they still have to come back to you?—A. They have to come back here.

Q. It does not stifle the work to have to operate on the basis of a grant provided by a statute?—A. No. You see, in the last few years they have had to come to parliament each year for an annual appropriation to make good the difference between the \$300,000 and that which it needs. That in a sense is an argument against a fixed grant, but I am not urging a fixed grant for a long term of years, I am thinking in terms of not more than five years.

Q. What do you think the amount of the statutory grant should be?—A. My opinion is this, that \$600,000 be the statutory grant; charge capital charges to the national capital plan and allow them to retain all revenue.

Q. That still would not cover them?—A. Yes.

Q. You have \$930,000 less \$50,000—\$880,000 maintenance?—A. Yes.

Q. Where is the difference?—A. In the \$600,000 grant?

Q. Yes.—A. Add roughly of \$170,000 income, ordinary income.

Q. Is that going to be maintained?—A. And roughly \$130,000 rental income—

Q. Will that be maintained at those levels? We understood when we discussed this chart that some of those sources of revenue would decline.—A. I am optimistic that the revenues of Gatineau park will increase. Moreover I have a feeling that the Federal District Commission should have to scratch for money the same as everybody else. They should find some sources of revenue.

*By Mr. Coldwell:*

Q. You estimate an increase in expenditure of about 5 per cent per year for five years?—A. Yes.

Q. Will that statutory grant cover that?—A. It would be increased proportionately each year.

*By Senator Connolly (Ottawa West):*

Q. Would you provide that by statute also?—A. 5 per cent each year.



Q. Your provision would be a \$600,000 statutory grant with a 5 per cent increase each year for a period of five years?—A. \$600,000 the first year and \$630,000 the next, the following year \$675,000, the next one \$700,000 and something, and so on.

Q. On a sliding scale?—A. Yes.

Q. But over a period of five years?—A. I think that a person would be unwise to try to think beyond five years. However, remember that the Federal District Commission knows its business pretty well and favours an annual appropriation.

*By Senator Lambert:*

Q. In your brief, Mr. Sellar, you mentioned that \$749,000, and that this year the need would be for \$824,000.—A. Those are the expenditures.

Q. Well, that is made up largely by the balance from previous years in the two statutory grants, one statutory grant which has been in the past \$300,000 with a supplementary grant of \$121,000; then you have miscellaneous income which is rent of one kind or another which makes up that total.—A. Not only the rents, sir.

Q. There has been a deficit in the current account?—A. Yes, sir.

Q. Which they have had to supply by drawing from reserve. As one who for a great many years had to present in our house the bills giving grants each year to the federal district, as well I may say as the old municipal grant bill, it was always confusing when the second bill came up asking for an additional grant for the work of the federal district which was specified as work on the parliamentary grounds as distinct from the roadways and parkways. I think from the point of view of public appreciation that one consolidated figure, charged each year for the maintenance of the Federal District Commission, would be much simpler and would be a much more standard way of dealing with it—with all due respect to you. In respect to the point which you mentioned about the national character of the Federal District Commission—the employees of it—you have precisely the same relation in the Canadian National Railways. The board of the Canadian National Railways is made up of individuals from every province; they come down here every year with a report to parliament. Why should not the Federal District Commission do the same thing?—A. This is policy and therefore I can just supply points pro and con. I do not think it is quite right to use the Canadian National Railways as a comparison because it is in the business of making money; it is selling services and has a large income.

Q. They do not make much, by the way.—A. They come to you for the deficit and for the capital works.

Q. There is a similarity here.—A. No; it is psychological. My experience has been that if you have a voluntary commission that has a feeling it has no financial responsibility, interest will incline to wane and the permanent staff become top dog.

*By Senator Connolly (Ottawa West):*

Q. We have two things here in which we are interested at the moment; one is how to do it, and the second is how much. On the question of quantum, I think we are interested in two sides of it, one the amount of the appropriation required for maintenance—sub-operating expenses—and the other capital expenditures. Now, the \$25 million that was voted by parliament for a period of ten years—\$2½ million a year—is about to run out. That is a capital amount, is it not, for capital works. Would you comment on that phase of it?—A. I am sorry, Mr. Chairman, that I cannot because I have never studied their prospective plans in that regard. I am an auditor and I look at what they spend, not what they think they may spend.

Q. You restrict yourself to operating expenses?—A. Yes, sir. What happened was this: back in 1948 the then Prime Minister of the day in establishing the national capital fund indicated that he felt that parliament should annually vote \$2½ millions for the next ten years for that fund. The ten years are about up.

Q. Perhaps this is not a fair question, but would you say whether that \$2½ million would continue to be adequate? I suppose it depends on our planning?—A. It depends on the speed at which you want to implement your plans.

*By Mr. Caron:*

Q. When you speak, Mr. Sellar, of ordinary expenditures, I see that in your report on page 5 you say: "The vote for government grounds might be granted to the Department of Public Works rather than to the Federal District Commission because the statutory obligation to maintain is on the Minister of Public Works. The Federal District Commission would still do the work but under a contract with the department."—A. Yes, sir.

Q. What do you mean exactly?—A. My recollection is that one day when you were considering the brief of the Federal District Commission you asked a question of Mr. Hay, and his reply was that the Department of Public Works pays the cost of shovelling the snow off the roof of this building but that when it reaches the ground the Federal District Commission picks it up at its expense and carries it away. You, as a parliamentarian, might like to know what the cost is to maintain the grounds of parliament here. I would like to see all those items in one basket so that if you wanted to look at what was in a vote it would be all there.

Q. That is all you want?—A. That is all I am after.

Senator CONNOLLY (*Ottawa West*): It is sensible too.

The Presiding CHAIRMAN: Mr. Sellar, your contribution to the work of this committee is very much appreciated. On behalf of the members of the committee I wish to thank you for having taken the trouble to appear before us. Thank you very much.

Some Hon. MEMBERS: Hear, hear.

The Presiding CHAIRMAN: Gentlemen, it was intended that we should hear General Kennedy on different aspects of the discussions which we have had during the last three or four weeks. Is it your pleasure to hear him now or do you wish to adjourn until this afternoon at 3.30?

Senator LAMBERT: I would suggest that we hear General Kennedy now.

The Presiding CHAIRMAN: The secretary now is distributing four pages covering section 8, which section was included in the main brief of the Federal District Commission. I understand that the recommendations have been altered. Perhaps General Kennedy would outline them.

Before we proceed with that, there is an answer to a question put by Mr. Richard on April 25, 1956, which question General Kennedy can answer now.

Major General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman, Federal District Commission, called:

The WITNESS: Mr. Richard's question is: "Would Major General Kennedy give us the figure from 1945 to last year as to the amount of money paid to outside appraisers and evaluators—the total figure?" The answer to that is: An

amount of \$196,471.61 was paid to professional appraisers and evaluators during the eleven year period, April 1, 1945 to March 31, 1956, to cover the costs of appraisals of property and for negotiations with a view to settlement with the owners.

The Presiding CHAIRMAN: Now, perhaps we can proceed with the amended recommendations.

The WITNESS: Section 8, recommendations:

"The following planning, financial and administrative recommendations are presented by the Federal District Commission for consideration by the joint committee of the senate and the house of commons. Those recommendations which would require amendment to the Federal District Commission Act are so indicated.

#### 1. Planning

##### (a) Greenbelt:

That purchase of the land for the Greenbelt, as set forth in section 5(a) page 68, and approximately according to the boundaries and areas shown on chart No. 29, "FDC and OPAB, 1955", be undertaken at an estimated cost of \$17,500,000.

##### (b) Sussex street triangle:

That the triangle of land formed by Sussex drive, King Edward avenue and Boteler street be acquired by the federal government as a future government building site. (see section 3(c), subsection D, page 56).

##### (c) Elgin street widening:

That the proposal to complete the widening of Elgin street from Lisgar street southerly to Pretoria avenue as outlined in section 3(c), subsection B, page 55, be undertaken as a joint project with the city of Ottawa on terms to be negotiated.

##### (d) Boundaries, national capital district:

That the boundary of the national capital district be enlarged from 900 to 1800 square miles as shown on chart No. 30 to increase the area with a view to making Federal District Commission planning assistance and advice available to municipalities in the capital's "market area", and to encourage protection of the natural beauties of the valley of the Mississippi river in Ontario and the Lievre river in Quebec.

#### 2. Financial

- (a) That the statutory grant of \$300,000 be cancelled, and that all the funds necessary for the operation and maintenance purposes of the Federal District Commission be voted annually by parliament instead of as at present, by a combination of a statutory grant and vote, or votes of parliament. (This would avoid the necessity of frequent amendments to the Federal District Commission Act by parliament to raise the amount of the grant as the responsibilities of the Federal District Commission increase with the expansion of national capital developments. On page 89 of the Federal District Commission brief is a study and statement of expenditures for the past five years for administration and maintenance purposes, from which it is indicated that the Federal District Commission will require for the fiscal year 1957-58 the sum of \$1,200,000 for these requirements)."



Now, in that connection, my thinking has been changed by the explanations that have been given by Mr. Sellar in effect that this grant—the federal grant—be altered to \$600,000, increasing 5 per cent annually for five years; that the cost of the national capital planning committee of \$105,000 be taken into the other general aspect of the operation of the Federal District Commission and funds provided for it, and that the revenues from those properties be used for such purposes by the Federal District Commission, and furthermore that the public works items be in the public works budget and the moneys allotted to us to carry out the normal contractual business. I will subscribe to Mr. Sellar's idea and give it the approval of the chairman of the Federal District Commission. I cannot give it the approval of the members of the Federal District Commission, but it has the approval of the chairman and the members of the staff with whom I have been able to discuss it at this time.

*By Senator Connolly (Ottawa West):*

Q. Does he say anything about the method of doing this—by statute or annual grant?—A. I think by statute. As it is set up now what we get is mandatory and we know we have to live within those confines. I have no objection to being responsible for the money.

*By Mr. Richard (Ottawa East):*

Q. Do you agree perhaps that the amount of \$600,000 may be a little bit modest?—A. It might prove so.

Q. In view of the fact that your rentals are decreasing heavily and your operating costs may increase as much as 5 per cent per year, I think that you should agree in principle and not tie yourself down to the amount of \$600,000.—A. I am always content to see more money.

*By Senator Lambert:*

Q. I think, Mr. Chairman, that this committee is entitled to a little more explanation as to why the amount should be reduced from \$1,200,000 to \$600,000.—A. That is not a reduction; it is altered and put into different accounts. The money which Mr. Sellar has suggested we get in the aggregate would amount to more than \$1,200,000.

Q. That should be made clear. It is not clear to me. I may be stupid, but I do not see how you will make it up by that generalization.—A. May I ask Mr. Couture, our financial man, to clarify that.

Mr. MARCEL COUTURE, C.P.A. (*Chief accountant, Federal District Commission*): Mr. Chairman, I would like to say, first of all, that there is a minor correction to what General Kennedy said a moment ago. He said we will take the \$600,000 which Mr. Sellar suggested as a basic statutory grant and add to that the N.C.P.C. and the requirements for government grounds. Mr. Sellar's \$600,000 included the \$100,000 for the National Capital Planning Committee. He says, on page 5: "On the basis of the foregoing, it may be that in the next five years normal operating and administrative costs (including those of the National Capital Planning Committee but excluding the costs for maintaining grounds around public buildings) may total \$4,800,000 and that income from operations and rentals may be \$1,300,000 and \$1,500,000. Using the lower amount, were the grant \$600,000 in the first year and annually stepped up by \$50,000 . . ." So, the \$600,000 he talks about includes the maintenance costs of parks and parkways and the National Capital Planning Committee but does not include government grounds' costs. The way we arrived at our \$1,200,000 as against Mr. Sellar's \$600,000 is simply this, that our figures, as Mr. Sellar quoted here, for 1955-56 are as follows: for maintenance of parks and parkways we spent in 1955-56 \$824,033; and, as Mr.

Sellar indicated a few moments ago, we spent for maintenance and improvement of grounds adjoining government buildings \$373,016. We spent for the National Capital Planning Committee \$104,404. That will add up to about \$1,300,000 gross. Our annual revenues, which can be supported from these gross expenditures of \$1,300,000, were \$169,970. We call that miscellaneous income from equipment rentals and various ways. We also have annual income from the rental of properties amounting to \$134,044—roughly \$300,000. If we deduct the \$300,000 of revenue from the gross expenditures of \$1,300,000, we then find that we are now spending net \$1 million which has to be met by various government appropriations. To arrive at our \$1,200,000 we anticipated increases in expenditures for 1956-57 of \$100,000, and for 1957-58 another \$100,000, which totalled \$1,200,000 net after subtracting our revenues.

Mr. Sellar is speaking of \$600,000, but he is not adding into that picture the amount of government grounds' expenditures which now amount to \$373,000, in other words, roughly \$400,000. If we add that \$400,000 to his \$600,000 that makes \$1 million which we are now spending in 1955-56, and that does not take into account the expected increases in expenditures for 1956-57 and 1957-58 which Mr. Sellar is saying will amount to approximately 5 per cent. I think that they will be higher than 5 per cent because I think he is basing that on the past payment of expenditures, whereas we know that the general pattern of expenditures will be much higher than that because we have been developing the Fairy lake parkway and the Gatineau parkway and there will be more expenditures than have been incurred in the past.

It is a matter of how we split the \$1,200,000; will it come to us directly from the government or partly from the government and partly from public works.

Senator LAMBERT: I think that that is a very enlightening statement. I think it rather justifies the suggestion that when we come to consider recommendations here that we consider the principle of one sum in relation to current expenditures; the capital thing is another problem altogether.

We had the eloquent testimony a year ago with respect to every municipality, especially this one here in Ottawa, that the expenses of maintaining the municipality had gone up to the extent that the government practically added \$1 million to the appropriation given to the city of Ottawa for the purpose of carrying on current expenditures. I am quite sure the same principle would apply to the Federal District Commission.

Mr. COUTURE: I would just like to add the personal opinion that the idea of a statutory grant, where the operations are static, might be very good; but it ties down your budget to a given sum and you have to hold the expenditures within that framework. Present operating conditions of the Federal District Commission are such that I do not think it would suit them at all. We should not expect to tailor a suit for a ten-year old that would be expected to fit a grown child. Again as to the idea of making the Federal District Commission scrape for money, then I would apply it to all government departments and make them all scrape. These opinions, by the way, are personal and with all due respect given to Mr. Sellar.

The WITNESS: "(b) That the joint committee concur in the desire of the Federal District Commission to have expenditures under the national capital fund withdrawn from the jurisdiction of the Financial Administration Act. (See section 6, page 85)."

We, in effect, take the position that we do come under the Financial Administration Act.

Mr. RICHARD (*Ottawa East*): Would you explain that, please.

Mr. COUTURE: The Financial Administration Act provides that crown corporations, of which we are one, should bring annually before parliament



the budget of capital expenditures and that budget of capital expenditures has to be approved by the Minister of Finance as the minister acting for the crown corporations. It also provides that an operating budget be submitted and this one is approved by the Minister of Finance and is not tabled in parliament.

In so far as the Federal District Commission's operations are concerned as a crown corporation—that is in connection with these parks and parkways and other operating functions—the commission can fairly well estimate its annual budget and have it approved. But when we come to the operations of the national capital fund, having to do with capital expenditures, the situation is not the same at all. We have many other organizations with which we have to deal—the city of Ottawa and the city of Hull—and it is not quite possible to budget on an annual basis as to what our expected financial outlays will amount to. The city of Ottawa may agree to do something with us in a given year, and, on the other hand, they may not agree. What is our position when we come to make a budget to be tabled before parliament? We may say, in October or September, that the city of Ottawa will probably coöperate with us and that we had better provide a half million dollars, and then the city of Ottawa may say we do not wish to proceed with this at this time, and in the meantime our budget provides for this job and the job is not proceeded with. As against that, another project may come to the fore and the commission members may decide that it is the project with which they will go ahead. Our capital budget does not include it. Again there may be a job provided for in our budget and we carry out the work. So we are expected to make another budget for the coming year and we find ourselves in the position where our last year's budget will likely be all paid up and finished with and we do not table, in our forthcoming year's budget, any money for the completion of this work because we expect it will be completed in the year in which we are in. Something happens—the work is not finished or we are not billed by the other parties—and the result is that we have a surplus in our present year's budget which lapses and we have no provision for the coming year's expenditures because they were not paid out of the current year's budget. You have two budgets, one with a surplus and another with four items which means again tabling another budget for approval by the Minister of Finance and the Prime Minister in the house. I suggest, and I think it is the Federal District Commission's view also, that the operations of the national capital fund do not lend themselves to a given budget in a given year. Over a long period of years we can forecast pretty well what our expenditures will be.

But you say that we should earmark so much within a given year and so much within the next year. It is not possible to do that with any measure of accuracy—that is, from a practical viewpoint. From the legal viewpoint—I am not a lawyer and I cannot express a sound legal opinion. But, on reading all the terms and the Financial Administration Act, I must suggest that that Act applies to the operations of crown enterprises. The Federal District Commission is only an agent of the crown in so far as its operations under the national capital fund are concerned. We think that as an agent the act does not apply to our operations in the same manner as it applies to the operations of a crown enterprise. There is reason to doubt that the Financial Administration Act applies to these operations. If the act does not apply, then we should not arrange an annual budget we should simply go on as we always do. We seek the approval of the Governor in Council for a given project; we have the available money and we have the work. Whether it is done in one year or another year does not matter.

Senator LAMBERT: I would suggest that General Kennedy go on and finish his brief.



The WITNESS: There is one item I would just like to add to what Mr. Couture has said, and that is, in order to carry out any proposals we must first get the approval of the Governor in Council, and we must account for the moneys spent. So, there is ample protection for the treasury.

This item deals with administration.

(a) Power to expropriate real property for parks or any other purpose specified in the Federal District Commission Act without first having to obtain the refusal of the owners, subject to the approval of the Governor in Council.

Now, we have no objection I might say, to bargaining but we do want to be able, if we cannot come to a reasonable agreement and we feel we are being held up, we want to have the powers to go ahead and expropriate.

If I might say, expropriation is just as repugnant to us as it is to anybody else, but there comes a time when we have to do it.

*By Mr. Caron:*

Q. The intention of the province of Quebec will have to be clarified first.—  
A. We have asked them to clarify it first.

*By Mr. Coldwell:*

Q. Is there not a recent act in the province of Quebec that gives rather comprehensive expropriation powers in regard to buildings and streets and that kind of thing?—A. No, what is challenged by Mr. Duplessis is the right of the Federal District Commission, the Department of Public Works, or any other government department in respect of expropriation for park land under the present Expropriation Act. It is not aimed at us. It is intended for expropriation for buildings, and those things you have mentioned, like streets and buildings, or things of that sort. He does not challenge us on this. He challenges the right of expropriation for parks.

*By Mr. Caron:*

Q. But what Mr. Coldwell was speaking about was a special permission given to the city of Montreal, but it was refused to the city of Hull. It was in the charter of the city of Montreal, but it has been amended, and they told me at the time it was just a trial to see how it would work and they would decide later on in respect to it.

Mr. McILLAITH: It is purely a question of law. They are just asking that it be determined in the ordinary way.

The WITNESS:

(c) To increase from \$5,000 to \$15,000 the value of real or personal property which may be acquired without the approval of the Governor in Council.

Now, in the original request we asked for \$50,000, but in view of the opinion expressed we have reduced that requirement to \$15,000 because that would cover over 95 per cent of the cases we are concerned with.

*By Mr. Blair:*

Q. Would you say something about item (b)? I think you missed that.—

A. Oh, excuse me, I am sorry. Thank you very much for bringing this to my attention.

Q. I wish you would read that and enlarge upon it, because it sounds like a real estate business.—A.

(b) Power to acquire and hold excess real property for sale, upon enhancement in value, following the carrying out of a project of development, subject to the approval of the Governor in Council. (This will require an amendment to the F.D.C. Act.)

As you know, we have acquired very considerable areas of property there for parkways. In some instances where we have proposed the parkway or driveway across a man's farm we have by bargaining with him acquired the land. In some cases I imagine that he has been under the shadow of the possibility of expropriation, although, I do not believe that we have had to expropriate in any case.

Q. It has all been bargaining so far?—A. It has been done by bargaining, yes. But, it is simpler and better for the farmer for us to buy the whole farm than to buy a piece across the middle of it, or even any piece of farm property. What we are asking here is that we be allowed to hold it, and when we have developed that road we may sell the excess property. We in some instances have acquired more land than we need and we turn that back. I am going to refer to some of those in my later criticisms today.

*By Senator Connolly (Ottawa West):*

Q. When you say that you have not expropriated, you have applied the Expropriation Act but the expropriations are not completed?—A. Yes. There are some instances where it has occurred—not many cases. But we have not been able to bargain, and we say: "All right, there is such a wide difference in opinion that now we will expropriate under the Act". People do not go to court; the offer, plus 10 per cent for forceably taking the land, is usually accepted. Some of these negotiations have taken as long as five years.

Q. Are you going, in section (b), General Kennedy to refer later to that objection that the city of Ottawa raised in regard to this matter of taking the excess land?—A. Yes, I will refer to that.

Q. Yes.—A.

(d) Power to abandon property expropriated under the Federal District Commission Act, provided such is done within a two year period after expropriation.

This will require an amendment to the act.

For instance, we may have, due to two reasons sometimes over which we have no control—because of developments outside of our control—within an area we may find that a property is unsuitable for the purpose for which we have expropriated it. We have not got the right to abandon that. We would have to go ahead under the present F.D.C. act and go through with the negotiations. We want to be able to abandon the expropriation proceedings.

*By Mr. Caron:*

Q. Would you see that compensation is made to the one who lost the value?—A. Absolutely, that is inherent.

Q. It would have to be clear.—A. Yes.

*By Mr. Blair:*

Q. In the case where you expropriate some property?—A. Yes.

Q. First you would expropriate it and then you say you want the power to abandon it?—A. Yes.

Q. Does that mean for resale?—A. No, we turn it back to the original owner.

*By Mr. Richard (Ottawa East):*

Q. This is legal again, but I think once you have put the notice in, the Expropriation Act also allows you to abandon it at any time. The crown does that.—A. Our act does not. You see we are forced to deal with properties. There is nothing in the act which allows us to go ahead and carry out these proceedings. The Expropriation Act may cover it but our act does not. We hope that the Expropriation Act will be amended, because we know that it acts unfairly at times. We are against the Federal District Commission Act in this respect.

Q. I am going to suggest one thing, that there has been a great deal of laxity in the Department of Justice in not giving you more advice and assistance in these matters. The burden of responsibility has been put on the Federal District Commission, and it is an unfair burden. All the blame and the criticism has been put on you people because you have had to use an outmoded Expropriation Act.—A. Yes.

*By Mr. Blair:*

Q. General Kennedy, in that section (d) you say you turn it back to the owner? What about the fluctuations in the value of the property? How is it dealt with?—A. Mr. Caron questioned me about that, but there is compensation made. If the land value decreases he has a right to compensation to that extent.

*By Senator Lambert:*

Q. Suppose he does not want the property back?—A. If he does not want the property back we cannot force it on him. We cannot make him take it back.

*By Mr. Blair:*

Q. Who decides the value of the property if it is turned back?—A. Those things would have to be agreed. In all property dealings we have present accredited appraisers. I presume the other side will have accredited appraisers as well. If we cannot agree we will have to settle it in court; it is the only way.

We employ about a dozen different appraisers. Where we are in doubt, or a difference arises with the client as to the value of the property we use as many as three, and sometimes four appraisers. If it is a particularly critical case we will bring in an appraiser from outside the city—from Montreal.

We are not trying to steal land. We are not in that business. We do not want to be unfair. I do not think we ever have been unfair. But, we are limited in some instances by the terms of the Expropriation Act in regard to what we can do.

*By Senator Connolly (Ottawa West):*

Q. I do not think you are asking for anything more here than is in the Expropriation Act. I think it is over emphasized. I think they are comparable there. However, it is something that should be looked at.—A. We are not trying to escape our obligations.

*By Mr. Blair:*

Q. I am just concerned with the compensation with respect to the property owner, and that no injustice should be done to him?—A. He has legal rights and we will honour his legal rights in the matter, and his moral rights, for that matter.



Item (d).

Mr. COLDWELL: Item (e).

The Presiding CHAIRMAN: Item (e).

The WITNESS: Item (e). I am just compensating for (b) which I missed I was trying to give you (d) twice.

(e) Power to dispose of real property not exceeding a value of \$10,000 without having to obtain the authority of the Governor in Council.

*By Mr. Caron:*

Q. Why the difference between \$10,000 in this item and \$15,000 in item (c)?—A. I beg your pardon?

Q. In section (c) you ask for the power to buy up to \$15,000?—A. Yes.

Q. In section (e) you ask for permission to sell up to \$10,000? Why the difference?—A. We rarely abandon large bits of property. It is usually small bits. We figure that, again, 99 per cent of the cases will come inside \$10,000. We do not need \$15,000.

*By Mr. McIlraith:*

Q. It is really just in respect to boundaries?—A. Yes, usually the abandonment is just in respect to boundaries, but we have not the right to do it.

(f) Power to retain and spend money from casual revenues of any kind, subject to the approval of the Governor in Council. Amendment to the Federal District Commission Act required.

That was inherent in Mr. Sellar's recommendation.

(g) To provide for the acceptance of gifts of property or money for any public purpose within the ambit of the Federal District Commission Act. Amendment to Federal District Commission Act required.

We cannot accept gifts at the moment. We have no legal right to.

*By Senator Connolly (Ottawa West):*

Q. Do you ever get any? Are there ever any offered to you?—A. There are some items of land. There are certain things; for instance, just now we are being asked to take over the administration—we have discussed it, but we have not agreed to it yet—but we are being asked to take over the administration of the Pinhey Forest site which would be about 100 acres of land which was forest. It was under the administration of the Board of Control of Ottawa. It has now got to the point that we have been asked to take over the administration of that.

Q. And own it?—A. They have not yet offered us ownership, but that will probably come.

Q. What about the King properties in Kingsmere?—A. They come under the Department of Public Works. They were given to the nation, not to the Federal District Commission. We do not own them, we only administer them.

*By Mr. Caron:*

Q. You could always buy it for a dollar?—A. Yes. Occasionally it happens.

Item (h) To provide (through recommendation to the governor in council) for the measure of financial assistance, if any, which should,

in the national interest, be extended to any public authority, railway or person undertaking a public improvement of national significance in the national capital district. That requires an amendment.

(i) That a program for the elimination of parking on Parliament Hill be initiated, with a view to eventual elimination of parked cars on the Hill, the program to commence with the elimination of parking on the driveways around the main lawn.

*By Senator Connolly (Ottawa West):*

Q. In regard to section (h), what is the interpolation to it? What does section (h), mean General Kennedy?—A. Section (h)?

Q. Yes, section (h).—A. There are times, like a recent case where we have undertaken the cost of the landscaping of the driveway here. We were offered the assistance of the Engineering Institute or the Engineering Institute offered to put up a monument of Colonel By and we undertook to do certain things because it enhanced the appearance of the whole area there. Now, it may be said that we exceeded our jurisdiction there, but we wanted to be able to deal with such problems as they arose. That is the sort of thing.

Q. That is good, thank you.

*By Mr. Caron:*

Q. In regard to the elimination of the parking around Parliament Hill, have you any suggestions in respect to the replacing of that parking area?—A. That opens up a very wide question.

We believe that civil servants should pay for their parking the same as anybody else, and that it would tremendously improve the whole traffic situation around the centre of the city. You take your life in your hands when you try to cross the street around here during busy hours when the civil service is in motion. We believe that there are already too many cars there, and that parking should be reserved for the members of the House of Commons and senators and possibly some senior civil servants who really need the space, but not the run-of-the-mill clerks throughout the civil service.

*By Mr. McIlraith:*

Q. Including all the tourists to the city?—A. And all the tourists. We have constantly held that opinion throughout. It has been so widely discussed in the Federal District Commission meetings that I cannot take any other stand.

*By Mr. Coldwell:*

Q. That would mean that the city of Ottawa, or some private party would have to provide parking spaces?—A. Yes. If the government parking was once regulated and a charge made for it there would be a good deal less of it. It would relieve a lot of the traffic problems around here; it would help out the transportation system of the city, and it would relieve the whole traffic congestion in this area. It would mean that it would become a profitable business to a private concern to undertake the provision of parking spaces for the municipality.

*By Mr. Blair:*

Q. That does not cover the visitors that drive in to visit the Parliament Buildings?—A. For instance, if we had some of that area that is now covered by cars of civil servants you could—there are 7,000—roughly 7,000 parking spaces provided free of charge by the government now.

*By Senator Connolly:*

Q. On Parliament Hill?—A. Not on Parliament Hill.

Q. Everywhere?—A. In this general area.

Q. Would it be helpful, or do you need the power for example, to authorize some private agency to construct a building for parking?

*By Mr. McIlraith:*

Q. They are ready to do it now?—A. They are ready to do it now, the moment it becomes—there are certain organizations who have agreed to do it if this free parking was not stopping them. The problem is that as long as free parking is provided elsewhere people will not use private parking.

*By Mr. Hansell:*

Q. Who governs parking at the present time?—A. I beg your pardon?

Q. Who governs the parking at the present time around Parliament Hill?—A. It comes under the Department of Public Works.

*By Mr. Coldwell:*

Q. You get a sticker for your car.—A. Yes, you have a space allotted to you if you are playing the game. You have a space allotted to you that is held for the individual.

*By Mr. Hansell:*

Q. I know that, but you say here that a program for the elimination of parking on Parliament Hill should be initiated—what you are asking now is that we recommend that the Department of Public Works in respect to this be eliminated, is that it?—A. Yes.

Q. Or are you asking that it be put in your hands?—A. No, we do not want it. But there are plans, Mr. Hansell, which have been developed for underground parking in the western portion, not in front of the Parliament Buildings but beyond the West Block, for some hundreds of cars. Those are already on the drafting boards. The plans are there, but we have not got the permission to do it. That would be carried out by the Department of Public Works.

*By Senator Lambert:*

Q. I think any recommendation that we could make concerning this item that is suggested here depends upon the alternate plans being matured and definitely provided for as an alternative to this. Because, if you push all these cars that are around here, and you can see them coming across the bridge, and so on, out on to the street, it certainly is not going to improve the traffic conditions any. There is no alternative but to leave them here. I would say that that had to be clarified, and that paragraph should include such a phrase as—"until adequate arrangements can be made for the civil servants who park their cars in this area." They have as much right to park their cars there as members of parliament have, in my view, because you would not have any parliament if it was not for the civil servants.

Mr. BLAIR: The civil servants who are coming to work have a right to park some place.

Senator LAMBERT: There should be some kind of an alternative.

Mr. BLAIR: The second point, if I can interrupt—

Senator LAMBERT: Go ahead. That is the point I am thinking of. I agree that a recommendation should be made when you have got something in the way of a decent substitute.



*By Mr. Blair:*

Q. I do not think the opinion should be left that the city of Ottawa should provide parking for visitors to the Parliament Buildings?—A. Well, I do not think that we are advocating that.

Q. They can come here at the present time.—A. I am not advocating that you eliminate parking in the whole area. We are saying that we should eliminate parking in this ring around the front of the buildings and at the rear.

Q. Then it becomes a problem for the city of Ottawa.—A. Not necessarily. It would mean some elimination of parking facilities for people who I do not think necessarily need it. For instance, I could get along very well without a parking space. Actually I have the right to a government parking space, but I do not use it. I could get along perfectly well without bringing my car to work at all. There are thousands of others in the same position, but we all have the apparent right to come up here and park our cars right here in front of this building.

*By Mr. Coldwell:*

Q. But, General Kennedy, if you say there are organizations, or individuals or companies who are prepared to build parking spaces, would it not be wise to say that after a certain period all cars should be eliminated from Parliament Hill?—A. I am directly in agreement.

Q. Say 12 months, 24 months, 36 months, then there should be an opportunity to prepare these parking spaces?—A. I cannot foresee it being cut off like that. I think it has to be done gradually.

Q. I think the recommendation should be made with a time limit.—A. Perfectly right.

Q. Then anyone wanting to build a parking space would know at that time that cars would be there to pay the fees that were necessary.—A. Probably our thinking in the Federal District Commission is somewhat hampered by the fact that the Capital plan is a long-term project. We do not think in terms of doing something tomorrow because it is recommended. It may be done next year, or the year after, but I think this is a wonderful chance to start it. I would expect it to grow slightly.

Q. Something has to be done?—A. Not necessarily slow, but gradual.

Q. As long as they know that on a certain date, a year, or two years, or three years?—A. That is right.

*By Mr. Richard (Ottawa East):*

Q. Just to answer Dr. Blair there, I wanted to know if the city of Ottawa had been asking the government to eliminate parking around these buildings?—A. Yes.

Q. So that they can carry out their program?—A. They are in favour of allowing private parties to operate parking facilities. A lot of people are complaining that they cannot operate because they cannot get clients as long as we provide parking free. Now, I am not saying that we adopt that, but there is no clash as far as the city is concerned, as far as the council is concerned. They are asking for it. We will never be able to provide enough space around Parliament Hill, in any event, to satisfy everybody. I think the Department of Public Works did want to get some of its employees parking positions outside of the bounds of Parliament Hill, which you cannot even photograph without having in the picture about 500 cars at the present time. I suggest maybe, for example, if they have plans for fixing up the West Block that they should take the lower floors of that building to make parking spaces for cars inside that building, in the future. That would be something of a practical plan. They could take part of the basement of the new West Block, or the rebuilt West Block for that purpose. But, the fact is that on Parliament

Hill we will never be able to satisfy everybody, and Parliament Hill will never be attractive as long as it is surrounded by a ring of cars. It is not done in any other city. If you go to Washington you do not park around the White House.

Mr. COLDWELL: Oh yes you do. I mean near the White House. You cannot get around it, you cannot see the Capitol.

Mr. BLAIR: As long as the city of Ottawa is satisfied; but my attitude was that the city of Ottawa should not have to provide parking spaces for this big problem of visitors and so on.

*By Mr. Caron:*

Q. The city does not object to the elimination of this parking; it is in favour. It has offers at the present time from private enterprise to make new parking facilities around the city.—A. This is one of the areas in which Her Worship and myself are essentially in agreement.

The Presiding CHAIRMAN: Item (j).

The WITNESS: Item (j). That the Federal District Commission withdraw completely from the municipal mosquito control operation, leaving it to the municipalities affected, as an ordinary municipal responsibility to the taxpayers, but furnishing technical advice if desired.

*By Mr. Caron:*

Q. What do you do about the brief that suggests that at a certain time of the year they have federal mosquitoes coming up?

Mr. BLAIR: They fly.

*By Senator Lambert:*

Q. I want to say that I think that paragraph should be clarified too. I do not agree with the incisive, definite discarding of the responsibilities, because actually the Federal District Commission has vacant properties around that help to breed mosquitoes.—A. We are continuing to look after all the Federal District Commission properties.

Q. That is something.—A. We are looking after all that—such as Kingsmere, and the King estate and so on; we provide for them.

Q. That is good to know. I think this is another one of those numerous problems that require cooperation between the municipalities and so on in order to attend to them. It is very important.

*By Mr. Blair:*

Q. How much are you spending on mosquito control, General Kennedy?—A. We are only referring to municipal mosquito control, not federal.

Q. How much did you spend on it?—A. It was roughly \$10,000 last year. I do not know what we will spend this year, because Rockcliffe is doing their own and doing it very successfully. This year Ottawa is doing just what they feel like. I do not know what they will spend.

*By Senator Lambert:*

Q. I am thinking of the ones across the river from Rockcliffe.—A. Just for the information of the committee, I might say that between the air force, the village of Rockcliffe, and ourselves, we have sprayed Kettle Island and some of the areas on the north shore of the river.

Q. I am glad to hear that.—A. I do not think that the mosquitoes have been bad around Ottawa this year. I have not suffered.

#### 4. The National Capital Fund:

This fund is used for capital expenditure under the national capital plan. It was established with the intention of providing ten annual installments of \$2,500,000 over ten-year period 1948-1957.

The commission makes no specific recommendation regarding the future amount of the fund, but is of the opinion that the present amount is no longer adequate. Studies of the expenditures and commitments made for the first ten-year period, and the estimated cost of projects planned for the next ten-year period indicate that the fund should be increased, partly to meet the differential between 1948 estimates and present day increased costs; and partly to increase the pace of development of the capital as proposed in the master plan, if faster implementation of the plan is considered desirable by the committee.

Due to rising costs of development work, the commission considers that increasing the annual payments into the fund from \$2,500,000 per year to \$5,000,000 per year would do little more than compensate for the cost differential. This would provide the commission with \$50,000,000 over the ten-year period 1957-1967.

If it is desired to speed up the development of the national capital plan beyond the present tempo, sums much beyond \$5,000,000 could reasonably be spent annually and supervision of twice that amount could be undertaken by the staff of the commission with relatively minor additions of engineering personnel.

Periodically, it might be fitting to again have another parliamentary committee to review results and assess future requirements.

The Presiding CHAIRMAN: Shall we adjourn until 3.30 this afternoon?  
(Luncheon recess.)

#### AFTERNOON SESSION

3.30 P.M.

The Presiding CHAIRMAN (*Mr. Armand Dumas*): Gentlemen, General Kennedy has prepared a statement reviewing some of the questions which were debated during the last three or four weeks. I will ask him to proceed with the reading of that substatement.

Major General Howard Kennedy, C.B.E., M.C., Chairman, Federal District Commission, recalled:

The WITNESS: Mr. Chairman:

I appreciate this opportunity to sum up and draw attention to points which have been raised in briefs presented in reply to the matters discussed in the F.D.C. brief.

Some of the points raised have misrepresented the actions and policies of the F.D.C. in such a serious manner that it is difficult for those of us who frame and carry out these policies to avoid the feeling that they have been framed with an idea of discrediting the F.D.C. in the eyes of this committee and therefore making more easy its dissolution and reconstruction within a framework more easily controlled by agencies who wish to receive federal government funds without the technical analysis and objective study imposed by F.D.C. on behalf of the government.

I propose now to mention only a few of the major attempts made at recent hearings to create a false picture of existing conditions by the authors telling only that portion of the story which happens to favour the plans of the individual or group presenting the picture and I shall preface my remarks by saying that it is only a few months since the F.D.C. felt it necessary to insert paid



advertisements in the local press to make it clear to the public that the F.D.C. could and would take no responsibility for the statements concerning its policy or actions unless such statements were made by the chairman or a responsible officer of the commission delegated by him. This paid advertisement referred particularly to statements appearing in the press concerning the policies and action of F.D.C. in the widening of Carling avenue. As I listened to the discussions before this committee at some of its recent sessions I began to get the feeling that it might be necessary to again take to the medium of paid advertisements to clarify the situation.

At this point, I think probably, if I might interpolate that Mr. Watson Sellar did much to clear up the situation in the last 24 hours.

In some instances the old game of setting up straw men which can easily be knocked down has been used. Examples of this are the claims concerning the loss of the Ottawa Transportation Commission revenue through the change of Dominion Bureau of Statistics to Tunney's Pasture. The same group of employees instead of using the Sussex street carline now uses the other existing lines of the Ottawa Transportation Commission and therefore loss of revenue should be negligible if it exists at all. Another instance was the claim that removal of the crosstown tracks might affect 1,000 railway employees in that they might necessarily change their place of residence. The F.D.C. believes that fewer than 50 families were involved.

I now wish to make a few general remarks before drawing attention to particular examples of misrepresentation of F.D.C. actions and policies. The idea seems to have been implanted that F.D.C. is not averse to the creation of a federal district along the Washington pattern. In reply to this, I want to make it abundantly clear that I know of no member of F.D.C. who harbours such ambitions, least of all the chairman. I, personally, could not be induced to serve on a body with powers and responsibilities such as those applying to the group, or groups, administering Washington.

I do not believe that such a body can, or will, be created here and would consider it a disaster for F.D.C. to take over such matters as police, education, health, fire protection or even in broad outline the engineering services of any or all of the municipalities in the national capital area. So far as I am concerned personally, and as I cannot get a decision from F.D.C. on the matter before July 23, I must give a personal opinion, I would have no objection to an undertaking to this effect for a period of ten or even a hundred years.

They are asking for a ten year guarantee.

I hope this will clear F.D.C. of some of the taint of wishing to become an autocratic body.

Next, I would like to refer to the inference that the tremendous annexations of 1950 by the city were taken only with the altruistic idea of implementing the national capital plan. I was not then a member of F.D.C. but a glance at Mr. Pillar's chart and reference to his remarks of last week will serve to put this matter in proper focus.

Mr. Sellar's testimony yesterday was in corroboration of the fact that the F.D.C. welcomed the annexations but did not request them.

The city's action in the 1950 annexations were dictated mainly by hard facts entirely outside the thinking of F.D.C. and the national capital plan. They were dictated by topography and drainage areas within relation to water supply. F.D.C.'s part in its initiation was Mr. Greber's plan that the city of Ottawa should be limited to a population of about 500,000 to 600,000. You will note that the city's growth in the post-war period was extremely rapid in the westerly (Nepean) and southerly (Gloucester) areas. You will also note from the city chart that the Westboro sewers and any new sewers developed as the Nepean area filled up, emptied or would empty into the Ottawa river immediately above the intake for the city filtration plant.

I will just use the city's chart to indicate that: here is the filtration plant; here is the sewer emptying from Westboro and that area of Nepean, and this area built up here was going to empty in there and the sewage was going into Ottawa's drinking water. That was one of the main reasons for the annexation of that part of Nepean.

The city decided that the sensible course of action was to annex the drainage area in question and Mr. Pillar pointed out to you that the Gore and Storrle report deals only with the drainage area in question. So much for the Nepean section.

In Gloucester, east of the Rideau river, the Montreal road, Alta Vista and Bank Street areas began to fill up rapidly. These communities together with the municipalities of Rockcliffe and Eastview, neither of which has expressed and ideas of expansion, had a right to install water service drawn from the Ottawa River. If they did so, the logical location of their intake would be below the outlet of Ottawa's sewers and it was apparent that, in the event of these municipalities constructing a separate water supply system, Ottawa would have to clean up its sewer system at great expense. Again the city took what I believe was the sensible course of annexing the areas in question rather than meeting the more expensive and immediate problem of sewer and water expenditures to do otherwise.

There again on the map I will show you all the sewer outlets along here dumping into what would be the logical direct route for water to supply Gloucester and those areas I have mentioned.

Ottawa still supplies water to Rockcliffe and Eastview although there is little, if any, love lost between these municipalities and the city. If Ottawa were to do otherwise the Municipal Board, or the new Water Control Board of Ontario would either force them to supply potable water or clear up their sewer system so that the municipalities could do it.

There has also been a hint by Her Worship, the Mayor of Ottawa that the F.D.C. brief contains matters of which as a member of the commission she had no knowledge. I wish to state emphatically that all policy matters included in the F.D.C. brief, including the purchase of the land in the Greenbelt to which she took exception were fully discussed at regular meetings of the commission with all but a couple of members present. Her Worship was absent only from one meeting of F.D.C. in the past four years and, although the terms of the F.D.C. Act do not provide for alternatives for members, the board, at the request of Her Worship, allowed Controller Nelms to attend in place of the mayor at that meeting. There was no effort made to deceive or short-circuit Her Worship or any member of the board. I might add that Her Worship normally asks to have her city items discussed early in the meetings' agenda so that she can leave to attend to civic business. This practice removes her from discussion of many policy matters, but it is in no way the responsibility of F.D.C. and we do not wish to accept any blame for lack of knowledge of any member on any subject on the agenda when the member concerned has left the meeting before the matter was discussed.

Doubt was also cast on the truth of the statement that the Ontario Department of Planning and Development did not favour compensation of land owners for the loss of possible future profits as it would strike at the fundamental basis of land-use zoning. This statement was made in my presence by Mr. A. E. Bunnell who rates as Deputy Minister and Consultant to the Department of Planning and Development of Ontario to a meeting of the National Capital Planning Committee of which he is a member. A controller and also a council member of the city of Ottawa were entitled to be present as member of N.C.P.C. at this meeting. Incidentally, Mr. Bunnell is no tyro in planning

matters as he was a member of the engineering staff of the group preparing the Holt Report in 1913-15.

Now for a couple of particularly grave implications made that the F.D.C. has acted and is still acting in an arbitrary manner in dealing with the city. First; there was the inference by the mayor that it had recently come to the city's attention that F.D.C. without consulting the city was proposing to close a portion of the Innes road in the southeastern portion of the city.

This proposal is part of a larger project which was discussed on more than one occasion by the F.D.C. with Her Worship present. The city and the Ottawa Hydro Commission had applied for permission to locate three lines of hydro towers on land purchased by F.D.C. for a parkway. This did not seem necessary or reasonable or economical to F.D.C. and after several conferences between technical staffs of F.D.C., Hydro and the city, it was decided that it was simpler and more practical to build the added lines adjacent to an existing hydro line which passes through the Innes road area. The technical branches of all groups discussed the matter several times and it was subsequently discussed in the Ottawa Planning Area Board. It was agreed at the technical level that the economical method of carrying out the work was to divert a portion of Innes road not to close it, and finally, the project was put forward to Ottawa Planning Area Board and on May 24 F.D.C. received the following letter from the secretary of that board.

I will read that letter. It is addressed to Allan K. Hay, Chief Engineer and General Manager. The letter says:

Dear Mr. Hay:

Re: Federal District Commission—Ontario Hydro Proposals—  
Innes Road Area

Please be advised that the city clerk has informed me that the above mentioned proposals have been approved by city council on the basis of the following report from Board of Control.

"On the recommendation of the Ottawa Planning Area Board, the board recommends approval in principle of a joint submission by the Ontario Hydro Electric Commission and the Federal District Commission for rearrangement of land holdings east of the Russell road.

The proposal as submitted permits an integrated development program for: (1) the relocation of the Federal District Commission eastern parkway in the area where it crosses the C.P.R., New York Central and C.N.R. railways as well as St. Laurent Boulevard; (2) The construction of a new Ontario Hydro Electric Commission feeder power transmission line across St. Laurent Boulevard to the Riverdale hydro station, and (3) the dedication to the city of Ottawa, of a new road, which would serve the industrial areas both north and south of Innes road. A minor relocation of part of Innes road itself is involved.

Approval in principle is requested to permit completion of extremely involved property acquisition negotiations in an area being developed for industrial purposes".

Yours very truly,

Fred W. Pritchard,  
Secretary, Ottawa Planning Area Board.

Gentlemen, that was written on the 24th May and received over a month ago. That is the item which Her Worship, the mayor of Ottawa said that she discovered in council just a short time ago, that we had hazarded to threaten the closing of part of one of her roads. So much for that. This



project was quoted as an example of the method by which F.D.C. endeavours to usurp the functions of city government.

Much has been made of F.D.C. failure to contribute to sewer or water projects in advance of need. The list on page 89 of the F.D.C. brief gives our contributions. There have been only three other requests received from the city for such aid.

The first concerned the south Nepean collector sewer. I might show where those are located. I can show you here on this map. The first part of it runs across this part of the city of Ottawa. This is nothing new; this part has been in the city for a hundred years. The next portion from here up to around to this point just beyond here, then across the Experimental Farm. This is the Carleton Heights development which has its own sewage disposal plant with the effluent at this bay. There only remains this little salvage here that would go to that sewer. With that explanation I will continue.

Roughly the first mile of this sewer is located in the portion of Ottawa that has been in the corporation for upwards of 100 years.

That should not be our funeral.

The next mile and a quarter is across the experimental farm which does not require sewage disposal in that area. At its extreme end is the housing development of Carleton Heights which has its own efficient sewage disposal plant with an effluent to the Rideau river. This leaves only slightly over half a mile of this proposed sewer in the Hog's Back area draining an area that presently contains a population of under 500 families. Under the circumstances, the F.D.C. refused participation in a major project which could at present serve only a small area not yet densely populated and which could be served much more cheaply by pumping its sewage to a sewer to the westward toward which F.D.C. has already contributed. This was merely our duty as watchdogs of federal moneys.

Senator CONNOLLY: Where is that?

Mr. COLDWELL: Where is that?

The WITNESS: It is really an extension of Fisher avenue. It is in this area, about here.

The second instance mentioned concerns the water main to Alta Vista area in the southern portion of the city. This is the project which Mr. MacDonald, waterworks engineer, stated he is solving by putting in 24-inch main from Billing's Bridge which will adequately serve the area for the present and until policy concerning such grants have been considered by this committee. F.D.C. has merely postponed its action in the matter until this committee has made its report. The Gore and Storrie recommendations are not menaced nor the community deprived of water in any manner by this postponement.

Mr. MacDonald the city waterworks engineer, made that clear here the other day.

The third complain concerned size of the contributions of F.D.C. to the 42-inch water main to the eastern portion of the city.

Now that, I might say, comes up from this area here, and it follows the crosstown tracks out into this portion east of the Rideau river. It serves this area. It comes up and follows our right of way and it services this area here.

The Federal District Commission put a ceiling of \$200,000 on their participation in this project and limited the period of its contributions to two years.

In other words, we can only see justification for two years in advance of its needs.

The reason for this action was that we claim the needs for water already exist in the area because existing pipe sizes cannot supply the demands and

some areas already are severely rationed for water during daylight hours. It was not mentioned in the city presentation that F.D.C. is also providing several miles of right-of-way for this main along the Queensway right-of-way. This will save the city some hundreds of thousands of dollars which would otherwise have to be spent in digging up and repairing streets. F.D.C. considers its action in all three cases prudent and reasonable.

F.D.C. is responsible to Privy Council in making recommendations for financial participation in these projects and I can assure you that decisions are not lightly taken nor are they made in an arbitrary manner. Mr. Watson Sellar is chairman of the subcommittee which considers such projects.

I believe the above remarks will throw some interesting sidelights on the presentation of the same items to this committee by Her Worship, the Mayor of Ottawa.

Throughout the past few years there is no doubt that F.D.C. has been used as the flogging boy in holding up projects contemplated in the Greenbelt and elsewhere. This has been achieved by the mere statement that the F.D.C. would not agree or would not permit the carrying out of certain projects when in reality the F.D.C. has no jurisdiction in the matter. Land owners in and adjoining the Greenbelt have come to me with complaints that the Federal District Commission was preventing sale of their lands. I have invariably pointed out to them that we had no control in the matter and if they would consult a lawyer they would find that such was the case. The Ellis and Kemp farms were two outstanding examples of owners so treated.

While on the matters of housing developments and developers in the Greenbelt, I would like to point out that the Federal District Commission has never taken any stand except in opposition to developments there. On the other hand the decisions lie with the Ottawa Planning Area Board and the Departments of Planning and Development and Municipal Affairs. I have no doubt that developers plans have been delayed unduly as Mr. Campeau pointed out and the blame placed on Federal District Commission although it has only two votes out of nine on the Ottawa Planning Area Board and both of these Federal District Commission representatives have invariably been against housing developments in the Greenbelt.

At the same time, I believe that if a developer suffers real financial loss because of such delays, he is entitled to recompense. The questions raised by Mr. Campeau concerning development in the area of Woodroffe avenue and Carling avenue constitute a case in point. Land outside the right-of-way of the old railway is necessary to carry out the project as envisioned by the firm of engineers designing the project, and they have been employed by the Ontario government. The whole scheme is held up because of negotiations concerning sharing of costs by agencies outside the Federal District Commission. Also involved in the delay are some matters of legislation to empower the participants to get on with the job. The Federal District Commission has tossed in the railway right-of-way and certain annexed lands at a cost well in excess of \$5 million and has undertaken to do the landscaping. We consider that a generous share. (Incidentally, the engineering consultants employed value the land we have provided in excess of \$7 million). It is tough for the property developers, but the sin, if any, does not lie on the doorstep of the Federal District Commission. I might point out that with respect to the lands which Mr. Campeau bought up—and we have sympathy with him—that land is alongside the present right-of-way of the old crosstown tracks and decision has not yet been made by the city of Ottawa and the government of Ontario in respect to this land and therefore we do not wish to go ahead and buy it at this time. Even if we had the right, we would not do so until that decision is made.

*By Senator Reid:*

Q. Was that \$5 million the cost to the Federal District Commission or was it the value?—A. It is the out of pocket cost to provide for the facilities which we have given them in exchange for the railway's right-of-way. Where the railway right-of-way was only 80 feet wide, we have had to buy an extra 100-foot strip on the side of the road.

*By Mr. Gour (Russell):*

Q. I do not think that Mr. Campeau was complaining about the Federal District Commission; it was the city, not the Federal District Commission.—A. Yes. I think Mr. Campeau probably has a case that he is being held up.

Q. For three years. If he had not been held up he would have been building more houses in the city of Ottawa than he is building today.—A. Now some remarks concerning the brief presented by Mr. Sparks on the Gatineau park situation.

The Federal District Commission appreciates keenly the work Mr. Sparks has done in bringing the Gatineau park into reality. His efforts were largely responsible for the early purchases of forest land. As mentioned in his brief his views of wholesale expropriation of park lands have not at any time met with the approval of the Federal District Commission and he has mentioned that the last three chairmen have dominated the situation and are bedevilling the whole park scheme.

There are sound reasons for proceeding more slowly than Mr. Sparks recommends. First, there is the matter of public relations. There would be a vast reservoir of resentment raised against the F.D.C. if it were to blanket all properties in the area with expropriation proceedings and turn them into a sort of wilderness area at one stroke. The discussions before this committee have indicated the depth of feeling there exists against expropriation in excess of immediate needs.

Next, in importance, comes the hard fact that it would absorb some millions of dollars of funds available to the commission which are badly needed for more urgent projects such as the railway project.

Then comes the fact that Mr. Duplessis challenges the right, not only of F.D.C., but of the Department of Public Works, or other government departments to expropriate lands for park purposes under present legislation. At this point I might draw attention to the fact that Her Worship, the Mayor of Ottawa stated that Mr. Duplessis challenged the right of F.D.C. to expropriate land for park purposes. I have discussed this matter with him and with the above results; that is that he challenges our rights.

As a matter of fact Mr. Duplessis is very friendly to the Gatineau park idea but is jealous of provincial autonomy.

Mr. Sparks has intimated that expropriation would be cheaper than negotiated purchases. This is a fallacy as under the Federal District Commission Act the Federal District Commission must first bargain for property and failing agreement on price, expropriation proceedings are initiated. In order to conduct business on a basis that will stand up in Exchequer Court our offers must be reasonable and appraisals by qualified appraisers are necessary. If the matter goes on to the court then the best we can hope for is the appraised price plus 10 per cent for forcible taking. In other words expropriation proceedings add 10 per cent plus legal fees to the fair value of the property in question. Anyone intimating that land in the Gatineau park area is worth only \$10 an acre is talking nonsense.

Mr. Sparks has indicated that Mr. Greber has not recently been made acquainted with, or consulted concerning, Gatineau park. The facts are, that Mr. Greber has been consulted and is in complete agreement with the



developments under way. No later than six weeks ago I personally visited the park developments with him and he expressed nothing but admiration for the work being carried on and for the rate of progress.

Mr. Sparks' map of property, which was displayed, and his information is some years out of date and his remarks concerning the development of the Hull end of the parkway could not be further from the mark. F.D.C. now owns and controls right-of-way from the Hull end of the parkway right through to the northwest end of Phillips lake. We shall develop this leg of the parkway as funds are available and have temporarily placed in cold storage the parkway via Old Chelsea, which is what he evidently was talking about. The claim was made of a land boom generated by our news releases concerning land policy. We have found no evidence of it and, in fact do not believe it exists. In the Kingsmere area last year one land owner replaced a summer home by a permanent residence and at the present time there is one new home under construction. This is far from a boom.

Finally, as regards Kingsmere, I want to inject a personal note as Mr. Sparks refers in his brief to me as a property owner there and indicates that I advocated legal proceedings to combat expropriation proceedings there. I wish to make it clear that I do not now own and never have owned even a square inch of property in or near Gatineau park. My wife inherited a property with summer residence and lake rights which has been in her family for over a half a century. Mr. Sparks had advocated expropriation of all private property in the area and possible development of a high-grade diplomatic colony in the Kingsmere area. At the meeting of F.D.C. when Mr. Sparks was accorded a hearing I informed him that if a proposal such as he advocated was undertaken, I would urge all property owners to resist it. I consider that if there is to be a settlement at Kingsmere then the present property owners have even a better moral and legal right to the property than has a colony of foreign diplomats.

As regards suppression of reports claimed by Mr. Sparks. The two reports he referred to were merely reports of a subcommittee of the National Capital Planning Committee to that body and a report of the Gatineau Park Committee to the Federal District Commission. Both these committees are advisory to the F.D.C. and their reports to it are not public documents and there is no reason for publishing them, in fact none of the subcommittee reports of any of our subcommittees are published except as they may appear in a decision by the F.D.C.

We, on the commission, have the same objective as Mr. Sparks regarding Gatineau park only we propose to carry it out over a couple of decades rather than over a couple of months. He has been for years at variance with the F.D.C. as to timing and it was because of this fact that I requested him to refrain from public statements while he remained chairman of the Gatineau Park Committee. This request arose because of a proposal that he speak to the local rotary club expressing his views. This could only be embarrassing to both him and the F.D.C., so I requested that he resign before making a speech to rotary or any other similar group.

Now turning to the brief of the Home Builders Association, p. 3, para. 2, claim is made concerning extra expense to developers for crossing land owned by F.D.C. I believe that this is a legitimate claim and would be prepared to recommend to the government that F.D.C. pay its appropriate share of such costs. As to their claim that F.D.C. contribute to trunk services I can only point out that we are already sharing carrying costs where they are installed in advance of need. When there is already a population and/or industry to use these services I consider them to be a municipal rather than a federal responsibility. While on the subject I will go one step further and say that the F.D.C. has no objection to payment of appropriate taxes or grants in lieu

thereof on land which is not revenue producing. Where it is revenue producing we already pay the normal taxes levied.

*By Senator Connolly (Ottawa West):*

Q. You say that the Federal District Commission has no objection to paying appropriate taxes or grants in lieu thereof on land which is not revenue producing. You were not referring there to the parks or parkways or roads which you owned?—A. No.

Q. What particular holdings do you mean?—A. Well, we have bought quite a lot of property for rights-of-way or parkways to be built but which will not be built for a number of years; we are holding them out of circulation. Much of that land is not revenue producing and the city does not tax us on it. We feel that probably they are entitled to taxes on it and there is a precedent in that in the land which we have in Gatineau park we have the obligation to pay municipal taxes on it as though we were individual property owners. We would not be adverse to an arrangement like that in Ontario for land which we hold which is not used for revenue purposes.

Q. The lands you own upon which there are buildings and which you have expropriated are all taxable?—A. Yes.

Q. No matter in what municipality they may be located?—A. Yes.

*By Mr. Gour (Russell):*

Q. You say that you have no objection to a tax or a grant for building a sewer where it crosses through your property?—A. That is right; the local improvements. That is one of the complaints which have been raised where we are holding a piece of property out of circulation and out of taxation as it were. You can see some of these on this chart here, No. 25; this gives a pretty good idea where we are holding land. Out here it may be that the city, or a developer, has to take a sewer or watermain across that land, and in that case we have not been paying any share of the cost of that sewer. I think that probably it is a reasonable request that we might pay the local improvements just as if we were the developer.

Q. I am much in favour of that. Those things eventually fall on the individual and it is an injustice.—A. Yes.

Mr. COLDWELL: Are we going to complete the brief and then have questions later?

The Presiding CHAIRMAN: Yes.

The WITNESS: Now I would like to refer to the Greenbelt. The cost of the Greenbelt has been suggested at \$50 million by Her Worship, Mayor Whitton. On page 549 of the evidence, the reeve of Nepean indicated that prices for land in the City View area run "in the neighbourhood of \$1,100 to \$1,200 an acre, possibly \$1,250 around the Clark farm." These lands are located about  $\frac{3}{4}$  of a mile inside the inner boundary of the Greenbelt and in one of the most active areas of building activity near the Greenbelt. It would seem reasonable that the commission can accept this price as approaching the upper limit for land required for the Greenbelt but the Greenbelt is  $2\frac{1}{2}$  miles wide and much of its outer area is completely untouched by speculation and is closer in value to farm land. Accordingly, the overall price of \$17,500,000 based on a mean price of about \$600 per acre, is the estimate of the commission as being the cost and would seem to be in line with prevailing market prices. We personally regard that figure of \$50 million as a fantastic figure pulled out of the air.

*By Mr. McIlraith:*

Q. Are there any business properties in the Greenbelt area?—A. No.

Q. What about buildings?

Mr. D. L. McDONALD (*Director of Planning, Federal District Commission*): In the Greenbelt there is no business property and virtually not residential property. The land is either farm land or a great deal of it is swamp land and poor land not suitable even for farming.

*By Mr. Coldwell:*

Q. How do you arrive at the figure of \$600 per acre if much of the land is submarginal and swampy?—A. Some of it runs up to \$1,500 an acre.

Q. What is the lowest value?—A. Around \$200 an acre.

Q. It seems to me that \$200 an acre for swamp land is an absurdly high price.

Mr. McDONALD: It is a swamp but can be drained.

*By Mr. Coldwell:*

Q. Is it not a fact that the sooner this land is acquired the more economic it would be to acquire it? Fifteen years ago, it seems to me, the price of this land would have been around \$50 an acre.—A. I do not think that it generally applies in this area because they are nearly all old families who have been there for generations. I do not think there was a price on the land.

Q. I think it was almost unsaleable.—A. I would not say that, but I do not think they were trying to sell.

The reeve further stated on the same page that farmlands on the Greenbank road have been selling from \$700 to \$800 per acre, which again confirms the commission's view as to price—but all of the farms are not as valuable.

The Federal District Commission in all its property transactions must set a price which reflects the willing buyer—willing seller formula as set forth by the Exchequer Court of Canada. In the case of the Greenbelt, the commission would to the best of its ability pay the going market price and if objection is taken to that price, the vendor is given the opportunity of appearing before the Exchequer Court of Canada and pleading his case for more compensation. It is pointed out that in the case of most of the holdings, 100 acres or more, if the price offered by the commission is not fair, there is enough money involved in the transaction to warrant an Exchequer Court case.

*By Senator Reid:*

Q. What about the quarry out there?—A. To which one are you referring?

Q. The one out of which they have been taking stone out there for building. You could not buy it for \$1,000 an acre.—A. That is one of the points that I would urge, that we not set a rule, or hamper bargaining, in these matters, or as to what share we will pay in projects. There was a move the other day to get us to agree to a formula as to sharing of costs. Every individual project which we enter into has a different aspect and we must be allowed bargain on it.

*By Mr. McIlraith:*

Q. In any event you have averaged out the total acreage and arrived at an average value of \$600?—A. Yes, we think that is ample.

Q. I have no doubt that there are properties where you will have to exceed that by a good deal.—A. Yes; but there are a lot that will go for a quarter of that or less.

The evidence given by Mr. Campeau indicated that the Armstrong company was the only subdivider involved in the Greenbelt. The commission is currently studying this question and would be prepared to concur in some extension to the number of houses for which he—that is Mr. Armstrong—has been able to obtain Central Mortgage Housing Corporation loans. This number



should not exceed the minimum number necessary to rescue the Armstrong Construction Company from the pitfall in which it finds itself despite the warning signs that were evident before actual work was commenced on the project. F.D.C. would not look with favour upon the completion of the 500 homes since this would set up too large an area of housing within this section of the Greenbelt.

It has been pointed out in the evidence that much of the pressure being put on the Greenbelt area has arisen through lack of serviced land in the city of Ottawa. We would point out that early in July the Ontario Municipal Board is hearing three more applications to subdivide which have been turned down by the Ottawa Planning Area Board. The Greenbelt is an important, in fact well-nigh fundamental part of the national capital plan and its accomplishment therefore, is in jeopardy resulting from an administrative problem within the city of Ottawa. We believe on the evidence submitted by the city of Ottawa with respect to water and sewer services, that this building pressure condition is temporary and that a fundamental portion of the plan should not be adversely affected by a short-term municipal problem.

*By Senator Connolly (Ottawa West):*

Q. What do you mean by "jeopardy resulting from an administrative problem within the city of Ottawa"?—A. If we change our technique and allow developments in the Greenbelt now, you can never undo this thing. Once those houses are on the land, we cannot undo them. The time this has to be met is before somebody like the Armstrong company gets in and starts building. Once the line is broken and further developments allowed, it will be very difficult to prevent other developers from getting the same privilege.

Both the township of Nepean and the township of Gloucester, have indicated their agreement to the Greenbelt should it be proceeded with on the basis of compensation—we refer to Mr. Moodie's testimony on page 540:

As I said before, we are agreeable to the national capital plan, with one exception, namely, the Greenbelt, without adequate compensation. Or if a Greenbelt is necessary for the national capital plan, then the ratepayers in that area must receive adequate compensation under established values.

We think that if it is necessary for the national capital plan—and we do not agree that it is necessary—but should it be necessary, then we will go along, provided they get adequate compensation under established values.

*By Senator Reid:*

Q. They are not favourable to the Greenbelt.—A. I might say, for the information of the committee here, that diplomatic contacts have been reestablished with both the townships of Nepean and Gloucester by the Federal District Commission. We have arranged for an early meeting at which we will sit down and discuss together our problem of the Greenbelt to see if we can in any way bridge the gap between ourselves.

Q. So the good of this committee is beginning to be seen.—A. Yes.

With respect to Gloucester, the following question by Senator Connolly on Page 465 and the answer by Mr. Keenan were significant.

Question: I wonder if I could just ask a few more questions in connection with the brief. Does the township take the position that they oppose the idea of the Federal District Commission purchasing all the land in the proposed Greenbelt?—A. Sir, in that, if there is such an event that it has to be, then, that is the next best bet, if they purchase it.

A certain amount of discussion took place with respect to the uses and the boundaries of the Greenbelt. Provided that the townships will go along with our conception of the Greenbelt, that is the purchase of the land, the discussion of uses becomes somewhat academic since the Federal District Commission would be the owner of the land and would control the purposes to which it is put. However, the commission is a responsible body and would not permit the introduction into the Greenbelt area of uses which would jeopardize the interests of the inhabitants of the townships. In the same way, the commission does not consider that the boundaries as suggested are correct in detail, and have tried to secure a discussion with the township councils in this regard. I am pleased to state that following the request of this committee, invitations have been sent out to the two townships and so far, we have been advised that both the townships of Gloucester and Nepean will be meeting with us.

Accordingly, I am satisfied that if the Federal District Commission is given the authority and the funds to acquire the Greenbelt, as has been recommended by the Federal District Commission, the difficulties which have been before this committee, with respect to this problem, can and will be eliminated.

At this meeting with the townships, the commission will certainly investigate any difficulty caused to the school sections because of the acquisition of the Greenbelt by the commission.

We have been puzzled how to show to your committee, Mr. Chairman, the imaginative conception which is the Greenbelt. I have tried to indicate that on it, there will be room for institutions, open space area and farmlands all integrated together.

The Greenbelt can protect the pioneers whose families have lived on the farms for many years. It is just such people which the commission wishes to retain on the land by preventing the development of the adjacent lands with housing. Such housing demands schools and quasi-municipal services, part of which cost, in a rural community, cannot help but fall back on the bona fide farmer. Such a bona fide farmer would be given every consideration by the commission and the rent set at such a level that he could continue his farming operations economically.

In order to protect the municipalities, the Federal District Commission recommends to this committee that the Greenbelt lands acquired by the Federal District Commission qualify for grants in lieu of taxes under the provisions of the Municipal Grants Act.

*By Senator Reid:*

Q. Do you not pay taxes on farms which you buy without any more authority?—A. If we rent them, then we pay taxes on them; but if they are held out of revenue at the moment we do not.

*By Mr. McIlraith:*

Q. But if you expropriated the Greenbelt then you would come under that? A. I think so. We have the precedent in Gatineau Park where we are paying municipal taxes as if we were an individual.

*By Senator Connolly (Ottawa West):*

Q. You are paying a grant in lieu of taxes.—A. It is the same thing. It is exactly the same mill rate as any other person in the area pays.

Gentlemen, we plead with you to give favourable consideration to this Greenbelt conception which will protect for all time the national capital against an influx of population greater than is presently contemplated, and will provide for the orderly development at economic prices of hospitals, schools, public buildings, airports, sports fields, harmoniously located in an area devoted to the farming community.

I do not propose to answer the charges made in the brief of the western Quebec chambers of commerce as I consider that Messrs. Caron and Leduc MPs, generally made adequate reply as to the weight of criticisms included in it. There were two charges which accuse the F.D.C. and its Chairman of bias as regards the treatment of Quebec which I feel cannot be allowed to escape without comment. The first concerned the claim that F.D.C. had changed the name of Mousseau lake to Harrington lake. As names such as this are either given or altered by federal and provincial boards, F.D.C. had no power to make the change and no part in it, in fact we believe that the name should be Mousseau.

The next charge was to the effect that the policing of the Gatineau parkway was done by R.C.M.P. without consideration of the feelings of the people of Quebec. This was done after consultation with the provincial police and the Hull police and at their request followed by correspondence between the Minister of Justice and the Premier of Quebec confirming the arrangement. These two items will serve to indicate the bias of the authors of the brief mentioned.

Next I propose to deal with the suggestions of Her Worship, the Mayor of Ottawa advocating the demolition of the Federal District Commission in its present form and its replacement by an agency of a type she fancies.

Concerning her proposed new name for the commission it should be said that this and other proposed names have been suggested to, and discussed by, the F.D.C. when the brief was being prepared. The overwhelming sentiment of the commission was that the word federal was not a nasty word and that the reputation and prestige which has been achieved by the commission over the years amply justified the retention of its present name.

There was no feeling amongst the other nineteen members of F.D.C. that there was need for a drastic revision of the set-up of the commission and it was felt that great value and strength was achieved through the provincial representation included in its membership.

*By Senator Reid:*

Q. I am going to raise an objection right now. I think this is a matter for this committee to decide.—A. I beg your pardon?

Q. I think that what he is reading now is a matter for this committee to decide. I think that he has no right to read that at all. He is setting himself up against the mayor's suggestions in respect to a new type of commission. I say that as chairman of the Federal District Commission he has no right to place his views on that point before this committee.—A. If I might speak, Mr. Chairman, there has been a lot of publicity given to this, and under the circumstances I feel that as one of the responsible members of the Federal District Commission I have more or less the right to have my views expressed equally in the press.

Q. Not in a new commission. You are the chairman of this commission.—A. That is for the members of this committee to decide.

Mr. CARON: It is my opinion that it should be placed before this committee, although I do not think it should be placed before the committee by the chairman of the commission. I believe that he is right to answer all claims that are made against the commission. I think we should let him go ahead, and then we can decide whatever we like after the reading of the brief.

Mr. RICHARD (Ottawa East): I suppose, Mr. Chairman, the answer is very simple. General Kennedy is not suggesting a new form of commission; he is simply stating the case for the present form of the commission, and it is up to us after to look into the evidence. It was the mayor who suggested a new form of the commission.



Senator REID: "There was no feeling amongst the other 19 members of the Federal District Commission that there was need for a drastic revision of the the set-up of the commission—" that is a matter for the members of this committee to decide.

Mr. McILRAITH: I suppose the point is that it is arguable that the mayor of the corporation of the city of Ottawa was beyond her jurisdiction in discussing in discussing what the federal government should do in the national capital area and the names it should use. I suppose technically she was beyond her authority. But, now that having happened, whether she was or was not becomes academic. General Kennedy is now probably seeking to deal with the evidence that was given, and to give the Federal District Commission's views.

The Presiding CHAIRMAN: Yes.

Mr. McILRAITH: I do not think it is necessary for us to decide whether this evidence would be strictly in order or not, after her original evidence, because it is something dealing with something that has been put in in the evidence. Perhaps we would be better to hear it:

Senator CONNOLLY (*Ottawa West*): I think, Mr. Chairman, this could be said: we listened to a great deal of evidence the other day from the city of Ottawa, I think with great patience, and I think perhaps with great courtesy. I do not think we should cut off anybody after that display.

Mr. COLDWELL: No; I think if the mayor of the city of Ottawa raised these points that General Kennedy should be able to reply to them.

The WITNESS: Might I say one word before I commence.

The mayor of Ottawa is a member of the Federal District Commission. She is criticizing them—

Senator REID: You are the leader of that whole commission.

The Presiding CHAIRMAN: After all, I do not think General Kennedy is trying to tell us what we should do.

Mr. COLDWELL: He cannot do that.

The Presiding CHAIRMAN: It will be for the committee to decide later on.

Senator REID: All right then.

Mr. COLDWELL: We can get the expressions of their points of view, I think.

The WITNESS: With an efficiently functioning executive committee, which incidentally includes the Mayors of Ottawa and Hull, meetings are now held only bi-monthly, thereby eliminating much waste of time of the distant members with a considerable saving on travelling expenses.

Provision has now been made for retirement of five members each year although individual members may be re-appointed. There is a considerable advantage in continuity of service on the commission as it takes a year or more for a new member to become thoroughly familiar with the widespread activities of F.D.C. I would caution that only after serious consideration of proposed changes following some vividly demonstrated need for reformation of the commission should any tinkering or experimentation with other types of organization or membership be tried out. I submit that under the existing handicaps so vividly portrayed by Mr. Sellar in his presentation yesterday the F.D.C. has done a better than good job and does not deserve the ignominy of disbandment at the request of an interested party.

As to the proposed reorganization which would function under Public Works Department, in my opinion it would merely be another branch of the civil service which was the very thing that the founders of the F.D.C. were endeavouring to avoid in setting it up. Such a group would lack the freedom of speech and freedom of action inherent in the present set up of F.D.C.

because retention of the proposed members livelihood might depend on carrying out departmental policy laid down for them.

The most serious limitations of the present F.D.C. are created through its lack of status vis-a-vis provincial and municipal governing bodies. Any alternative set-up would face the same frustrations with less opportunity as civil servants to express themselves vigorously concerning it. Until such time as a method is found for resolving the nebulous situation arising from the ineffective Ottawa Planning Area Board and its relations with the departments of planning and development and of municipal affairs as well as with the adjoining municipalities such an alternative would suffer the same handicaps as the F.D.C. without the built-in resilience which is inherent in a volunteer body which does not have to temper its decisions to the wishes of an electorate at periodic intervals.

It is true that the Mayor of Ottawa has mentioned the possibility of the much needed reform in the O.P.A.B., the need for which has been apparent since its revival and return to activity about two years ago. Since the date of its resurrection little, if anything, has occurred which indicated a move toward reformation.

It was proposed by Her Worship that the purchase and holding of land be removed from the powers of F.D.C. I would point out that without these powers which the present body enjoys, the national capital would still be without any significant progress on the Queensway or the railway relocation projects and that the lands now in hand for the construction of parks and parkways would still be at the stage of a pious hope in the minds of those concerned with plans for a national capital. I recommend that more, rather than less, authority be granted to F.D.C. in the matter of acquirement and retention of lands required for the reconditioning of the national capital.

It was also proposed by Her Worship that planning be no longer a function of F.D.C. but that it become a function of a coordinated planning board of the nature of the moribund O.P.A.B. In its nine years of life, some of it in suspended animation, and despite urging by F.D.C., the O.P.A.B. has been unable to produce a semblance of an integrated plan for the national capital or its surroundings. It takes some imagination to feel that it could produce such a plan in time to meet the urgent problems already facing F.D.C. and the national capital. As Mr. Churchill said of the British Empire: I have no intention of presiding over the liquidation of the F.D.C.

I am convinced that the solution of F.D.C. difficulties lies rather, as Mr. Sellar suggested yesterday, in a working arrangement between the two senior governments on either side of the Ottawa river, between federal government and Ontario government in Ontario and between federal government and Quebec government in Quebec and that dealings with separate municipalities could then be carried out by the provincial departments delegated to work with F.D.C.

Meantime F.D.C. can continue to develop the overall plan for the area conscious that it has no jurisdiction over the municipalities concerned, but also conscious that its planning can serve as a guide and aid to them along sensible lines in their planning. Hull is already doing this.

Somehow the impression has been created that F.D.C. is not in favour of industry. This is far from the truth of the matter and I urge you to re-read page 24 of the F.D.C. brief (para 4) and pages 167 and 204 of Mr. Greber's Report (National Capital Report). There you will see that F.D.C. favours the establishment of both light and heavy industries in suitable zones. It has actually acquired and has lands available in the Hurdman's bridge and station areas for the establishment of industry both heavy and light. All these lands lack are city services.

Mr. Sellar has commented on the necessity for revision of the F.D.C. Act. It was a refreshing experience to hear such constructive brief after many of the presentations of interested groups whose collective evidence, if unchallenged, could seriously undermine the prestige of F.D.C. I concur in his remarks and would suggest in addition that in the preparation of a revised Act that it be broken down into three sections; first, the "Whereas" which would outline the reasons and the necessity for an agency such as F.D.C. and include a vision of what might be accomplished. This could be followed by a section outlining and delineating the powers and functions of the agency and finally the third section dealing with its financing and the safeguards necessary to protect the public treasury.

I presented them this morning.

I am including a list of recommendations which the chairman and staff feel would be beneficial in the continued operations of F.D.C. This is the same list as that included in the F.D.C. brief but with a couple of additions and some amendments in those submitted earlier.

I make a final plea that F.D.C. be left to function under the Prime Minister. I have had several interviews with the premiers of both Ontario and Quebec and I can assure you that the prestige of serving under the Prime Minister's office is of great value in such contacts.

There is also an added reason for close contact with the secretary of the Privy Council. In many instances it is necessary to get cabinet approval quickly for the closing of property deals or transactions of a similar nature. If F.D.C. had to go through another ministry with discussions and explanation to the minister and his deputy long delays could and most probably would occur.

I might say that just before this meeting opened I was presented here with an ultimatum from a man who owns property in the Gatineau Park that we must buy that property for \$20,000 or he would sell it to somebody else. In a case like that you must act quickly. In this case we are turning down the offer anyway, but if we wanted to take up that property I would have to go through and get Privy Council authorization to spend that money.

Those are the reasons that we ask that we be kept close to the Privy Council so that we can expedite matters when we need to.

*By Mr. McIlraith:*

Q. I have seen some fairly quick work done in some of the departments of the government of Canada.—A. Oh, yes, on the other hand we would just be getting a couple of spaces further away from the—

Q. I just did not want you to leave the impression that all departments act slowly. I am aware of some speed having been used in the departments on occasion?—A. I grant you that.

Mr. HARKNESS: Are you not also aware of a lot of cases where they do act very slowly too?

*By Mr. Coldwell:*

Q. You mentioned an offer being made in regard to some land in the Gatineau Park, and that you had an ultimatum regarding that sale?—A. Yes.

Q. Is it not your practice to buy property there?—A. Yes, but the offer placed on this property is away above what we think it is worth. It is in the Lac Philippe area.

Q. But is it necessary to the development of the park?—A. Eventually we will get it, but we will not have to pay this price. I think there is some bluff in connection with it.

Q. I think you should call the bluff, then.



Before my concluding remarks I have pleasure in reporting that diplomatic relations have been re-established between the F.D.C. and the municipalities of Nepean and Gloucester and we are to meet in the near future and explore the possibilities of closing the gap in our thinking concerning the Greenbelt.

I apologize for the wordage consumed in summing up the situation for F.D.C. The newspaper publicity, which was accurate and fair reporting, and reasonably flowed as a result of some of the material presented to you has, I fear, created a distorted picture of F.D.C. actions and policy and has probably given the public generally the impression that the F.D.C. and its staff are an arbitrary, and uncooperative group of people, the main result of whose endeavours has been to retard the development of and frustrate the efforts of local municipal governments. I have therefore felt the necessity of explaining at considerable length how unreal some of these representations have been and to make an attempt to redress the balance. It has come as a shock to many of us that we should be painted in the colours portrayed in some of the recent briefs and the verbal interpolations which accompanied their presentation.

I submit that, excepting the chairman who may well be regarded as expendable, the F.D.C. and its staff are a reasonable and intelligent group of Canadians who have served Canada and the national capital unselfishly and well and that they deserve commendation rather than the treatment they have had from some of the applicants for federal money appearing before this committee.

At this point, and in order to end on a sweeter note, I would like to read an extract from Mr. Greber's report on the national capital plan, page 291.

We sincerely hope that the national capital plan will materialize, and, if in some measure, our contribution brings closer to the Canadian people the fulfilment of its aspirations, and some reason for pride, their gratitude, as well as ours, ought to go first to the great figures of Canadian history who foresaw the future destiny of this capital: Queen Victoria, its founder, Sir Wilfrid Laurier, who envisioned Ottawa as the "Washington of the North", Sir Robert Borden, who sponsored the preparation of the Holt Report, the first and magistral planning study of the capital; and the Right Honourable William L. Mackenzie King, who, with the broad vision and foresight, initiated the present work and whose name will be associated in perpetuity with the development of the national capital. Great statesmen in world's history have always been great builders of cities.

I appreciate Mr. Chairman, the unfailing courtesy and kindness with which you and the members of your committee have listened to our presentations and I thank you for this opportunity of a final summing up of the case for and against F.D.C. We now leave matters in your competent hands and look forward with confidence to the result of your study of the evidence now before you and the recommendations that your committee will make to Parliament.

I thank you gentlemen.

Mr. COLDWELL: What about some questions?

The Presiding CHAIRMAN: Yes.

*By Mr. Coldwell:*

Q. I was going to ask you some questions about Gatineau Park because I have been out there on a good many occasions, and I think it is one of the most beautiful areas in Canada.

I listened to Mr. Sparks' criticisms, and I felt some of those criticisms myself, when I have been there. I notice that you say that the land there is now worth considerably more than \$10 an acre. What is your plan to acquire that property?—A. We have, and it is included in the extract and press release

in which we outlined our policy, which is the policy discussed with the Federal District Commission. It is, that over the years as land properties come on the market, we study them. If we believe that they are priced reasonably, and in line with what we feel we can spend, we go ahead and buy them. The properties which will interfere with development of our parkways possibly have to be expropriated. We believe we have the right to expropriate, but that has not arisen.

Now, I might say that I have proposed to Mr. Duplessis, and he has not denied it—although he has not implemented action on it yet—but I have proposed to Mr. Duplessis that there is a section of the old Hull-Aylmer Electric road which the Department of Highways wishes to obtain. We own it. We allow the province of Quebec to use it temporarily, but they want to acquire that. I have offered to exchange that for certain of those properties in the Gatineau Park which we want to acquire. Let the Department of Highways go ahead and make expropriation of these if they wish; but we have no right to do so.

As I say, he has promised simply a study of that. His chief engineer Mr. Gohier has stated that he is in favour, and I believe it will occur. But we do not want to go ahead and place a blanket expropriation proceedings over all this area, nor do we want to pay exorbitant prices.

Now, I mentioned here—I do not know whether you were here, but I mentioned here that right in the Kingsmere area there—it is not on the lake, but it is one of the properties just back from the lake, which was offered to us just over a year ago—I think the price they were asking then was \$19,000—it was sold later for \$17,500. But there is only about one-half an acre of land and a summer home on it. Now, we do not feel that we are justified in paying \$17,500 for half an acre of land. There is no money in the summer cottages. We lose money on small summer cottage properties. As they deteriorate we are obliged to tear them down, because we are not justified in keeping them up.

Q. What I had in mind more particularly was the amount of wild land in that area. I had in mind asking you the question following that question I asked just now, is that slow speed at which the commission is acquiring some of these lands due to the fact that you had not sufficient money?—A. We have not yet—

Q. Because that is a matter for this committee. If it is a case of money, I think we should know about it.—A. We have not pressed the purchase of property in the Gatineau Park for the reason that unless our moneys are increased, unless the railway projects which we have looming on our horizon, unless that is delayed, in just about two year's time we will have no funds in the coffers. The result of that—I had a conference with the Prime Minister, the Minister of Finance and the Minister of Public Works during the summer, and we agreed that certain properties we would go ahead and buy, even if we could see that situation facing us. That is how critical the money situation is that is facing us.

Q. Of course, that is a matter on which this committee is interested. What I am thinking of is this, a few years ago you could have bought land which is now thought of as Greenbelt, at a much lower figure. It could have been bought. As you put the roads through the Gatineau Park, it is quite reasonable to suppose that much of the wild land will become more valuable, and therefore it would be well to get as much of that land now at as low a price as possible?—A. Probably it would be worth while just to show you the present boundaries of the Gatineau Park.

Q. Yes.—A. We own all the land that is coloured here. That was the land that was acquired previous to—the green coloured area is land acquired prior to 1952, and the yellow coloured area is land acquired from 1952 to 1955. So that we own all that land that is coloured either green or yellow.



Q. But there are a number of white spots.—A. There are some blank spots. We now own from the Mountain road, here—just down here, which is at the end of the parkway just out of Hull, there, and we own sufficient land that we can carry right through up the park along this escarpment and over to Lac Phillippe. That has not held up our development anyway.

Now, we have that block there. There is 600 acres there that belongs to the E. B. Eddy Company. I am pressing Mr. Weston, and I believe that we will have some success in that matter, and that will one day fall into our lap without cost.

When you get up here, we still buy this land at \$30 to \$40 an acre, which is not exhorbitant. This area that is cross-hatched belongs to the government of the province of Quebec; that is crown land. I hope to negotiate with Mr. Duplessis in order to get that land without cost. We hope to get it on a long lease.

Q. I am glad to have that explained.—A. We are not probably as bad as we look, sometimes.

The Presiding CHAIRMAN: Are there any other questions?

*By Mr. Gour:*

Q. I understand that you said that you soon will have a meeting between the reeve of Gloucester and the reeve of Nepean, and you hope that it will be a good meeting. That is my understanding.—A. Yes.

Q. That is what I wanted to come to again, that question. I think that it is important that you are able to meet with those councils or municipalities. I think that if the thing is well explained, what this Federal District Commission has been formed for, that you will have good cooperation between those people; and if you do not, and if it is understood by the public, I think some of those mayors or Reeves are only making small politics, and I think they will be replaced by somebody else next year.—A. It could be.

Q. I think it is.—A. We are willing to put any effort we can into it.

Q. I think up to now some of the municipalities were not approached enough. I do not want to leave it at that, but I think the time has come now that your commission should see them or ask them to come and see you, and I think they will come. I think if those people could— —A. I might say that the verbal discussions we have had with them at this meeting, and a letter that has gone forward to them over my signature where we suggest that they draw up their ideas and put them on paper, and then bring them in and we will discuss them—we have never been able to get that, you see. The difficulty was, nobody would discuss the boundaries of the Greenbelt. That was one of the holding lines; nobody would talk about the boundaries, so we were fighting them there.

Q. But I think the time has come now, and I am sure most of these public bodies will— —A. We will give it a genuine try.

Q. I think you will get it.

*By Mr. Coldwell:*

Q. What about the white property around Meach lake there?—A. Around which?

Q. Meach lake?—A. We are picking up bits of this property in here as it becomes available, and the homes that are on it.

Q. Are there homes on that north side?—A. Oh, yes, there are some beautiful cottages in there.

Q. What about the land that is vacant there? Are you picking that up?—A. What do you mean?



Q. Where there are no cottages?—A. We have picked up a lot of that. We bought one block in here within the past two years, the Cross property, 2,100 acres there. We buy bits and pieces in there as they come on the market. We immediately snap them up if we can come to an agreement on price, and if we consider it reasonable.

Q. And you do that on the other side of the lake, too?—A. Yes, anywhere in the park boundary. We buy property away up here.

Q. I mean the Meach lake area particularly. I go up there occasionally. I always keep on the one side of the lake; I did not know there was a road on the other side.—A. There are quite a number of fine places on the other side of the lake.

Q. But you are trying to prevent the development of the Gatineau property?—A. We do not know of any new buildings that are going up there. We have not heard of any. As I say, we fail to find any building boom.

The Presiding CHAIRMAN: I think it is my duty to thank General Kennedy in the name of the members of the committee for having come here again today to give us some additional information. We will adjourn at the call of the chair.

Probably we should be able to meet again when we have all the minutes printed and distributed to the members of the committee.

Mr. COLDWELL: That will be for the formation of the report?

The Presiding CHAIRMAN: We may have further evidence, too.

The WITNESS: I might say on behalf of the chairman of the Federal District Commission that he will be out of circulation here from the 3rd of July until the 24th of July. I am going out west. But, I have every confidence in the members of the staff, and if you wish to meet during the month, you can accept the evidence of any member of the staff here who are present as though it were mine.

Mr. COLDWELL: I suppose that the main thing will be the review of the evidence, and we will begin to think of the formation of the report, so that the chairman would not necessarily be needed.

The WITNESS: I do not think that I am needed, but in the event of any point arising—

Mr. COLDWELL: If we want anything further, we can get it.

The Presiding CHAIRMAN: We can call on Mr. Hay or Mr. Cram.

Mr. COLDWELL: Yes, I understand.

The WITNESS: You can accept their evidence as though I had given it.

The Presiding CHAIRMAN: Thank you very much. We will adjourn at the call of the chair.

## APPENDIX "A"

## CONSEIL MÉTROPOLITAIN DE L'OUEST DU QUÉBEC

Les présidents conjoints et les honorables membres du Comité Conjoint sur la Commission du District Fédéral

Pour faire suite à la discussion et aux questions qui m'ont été posées, lors de la présentation du mémoire du Conseil Métropolitain de l'Ouest du Québec, vendredi le 11 mai 1956, j'ai l'honneur de vous présenter ce qui suit:

## SOMMAIRE

*I—Explication des circonstances du mémoire déjà présenté. Sens donné par l'auteur ou les auteurs concernés sur les questions demandées, lors de la préparation même du Mémoire. Explication des textes mêmes.*

A la question de la page 3, pourquoi le chiffre \$1,600.00 payé par la C.D.F. sur un budget municipal de \$19,000.00?

La mention de ces chiffres est répondue par le contexte entre guillemets du texte même du mémoire, et, si on excepte la phrase suivante: "This situation is prevalent throughout most of the Municipalities of the Park", la réponse se poursuit jusqu'à la fin dudit paragraphe de la page 3 et se continue au paragraphe suivant.

C'était le sens que j'ai voulu donner à l'appui de ces chiffres, permettez-moi de rétablir ici au complet le texte mentionné: "One third of the area of patented lots was sold to the Commission. In 1955, this Municipality received a grant of \$1,600.00 from the Commission, while the municipal budget of \$19,000.00 was required; this grant represents less than 10% of this budget. This Municipality states that the forestry and an important part of the agricultural industry has ceased. No new buildings have been erected on this land sold and almost all the cottages and buildings have been removed." (This situation is prevalent throughout most of the Municipalities of the Park) "The tourist industry has not been given the necessary encouragement or assistance to be established. The population could benefit from the natural beauties of the Gatineau Park region, with a view to develop areas as a center of meetings for conventions as well as a development for summer and winter attractions. It would be advantageous to build or permit to be built hotels, tourist establishments within the Park."

"The Commission should adopt a policy for the construction of hotels and invite and encourage the construction of private developments to further the tourist industry."

Cependant le préambule de cette déclaration et le paragraphe précédent ont été préparés par un autre membre du Conseil Métropolitain et je n'y ai pas porté attention, quand j'ai reçu les copies du mémoire, tellement préoccupé que j'étais par le sens que j'ai voulu donner. Je me dois maintenant de m'excuser de ne m'être préparé en conséquence.

*II—Première question posée: distinction à faire.*

La question suivante qui m'a été posée: à savoir si la Commission du District Fédéral n'avait pas acheté de terrain, ni de propriétés dans Masham, est-ce que l'octroi de \$1600.00 représenterait les taxes sur ces propriétés?

a) Ma réponse est non. Mais si la question est la suivante: est-ce que l'octroi mentionné représente le montant de taxes que la Municipalité recevrait si ces propriétés étaient dans l'état actuel, possédées par des particuliers? ma réponse est oui.

- b) A la première question, ma réponse est non, parce que l'octroi est payé sur la valeur actuelle de la propriété au rôle d'évaluation municipale. Or le rôle d'évaluation de la municipalité maintenant en vigueur a été confectionné en 1953 et est devenu en vigueur en 1954, (Voir sous-titres 1 et 2 à l'index). Lors de la confection de ce rôle, il n'est aucunement mention d'évaluation de bâtisses non existantes, c'est-à-dire démolies. Dans les chiffres fournis par le soussigné à la C.D.F. pour fin d'évaluation en vue de l'octroi, les bâtisses des propriétés suivantes ne sont pas mentionnées:

<i>Propriétaires précédents:</i>	<i>Dates d'achat:</i>	<i>Description:</i>
Thomas Brazeau.....	Mai 1940	Pte lot 37 rang 1
Osc. Beaudoin G. Dion.....	Juin 1940	Pte lot 38 rang 1
Thos. Damase Martineau.....	Juin 1940	Pte lot 40 rang 1
Pat Joly.....	Mai 1945	Ptes lots 25-26-27 rang 1
Thomas Renaud.....	Oct. 1946	Lots 54-55 rang 1
Ludger Sylvestre.....	Oct. 1946	Pte lot 48 rang 1
Mme Olyme Gauthier.....	Oct. 1946	Lot 21-pte 22 rang 1
Thomas Maloney.....	Nov. 1946	Lot 47 rang 1
A. S. Brady.....	Fév. 1947	Lot 51 rang 1
J. P. Chartrand.....	Avril 1947	49-50-P48 rang 1
Damas Brunet.....	Juin 1947	44-45-46 rang 1
Michel Renaud.....	Oct. 1947	20-P19 rang 1
Albert Philippe.....	Oct. 1947	Ptes 50-51 rang 1
Rugg. E. McNair.....	Avril 1948	13a-14a-15 rang 1 et P15 rang 2
Alice Brady.....	Mai 1948	P 52 rang 2
J. O. Helie.....	Juin 1948	7a-P8 rang 1
Roger D. Brown.....	Août 1948	2C-3C rang 1
Wm. Jane Dougherty.....	Sept. 1948	10b-11b-11a-12 rang 1 & 12-13 rang 2
Thomas Renaud.....	Oct. 1949	P56-P57 rang 1
J. M. Thérien H. Routliffe.....	Oct. 1949	53 rang 1
Wm. J. Brown.....	Janv. 1951	7 rang 2
Henri Renaud.....	Mai 1952	56 rang 2

Outre ces propriétés, dont les bâtisses ont été démolies, il y en a un certain nombre d'autres qui ont été démolies en grande partie. Par exemple l'évaluation des bâtisses de la ferme de M. Dalton Kennedy était de \$1,400.00 lors de la confection du rôle d'évaluation en 1947. Dans l'évaluation municipale de 1953, elle est baissée à \$200.00 soit une diminution de \$1,200.00 par la démolition partielle de ses bâtisses de ferme lors de la dernière évaluation. Je pourrais citer plusieurs autres exemples semblables.

Je n'ai jamais vu personnellement la plupart de ces bâtisses démolies, mais la description des contrats de vente au bureau d'enregistrement de Maniwaki, indique que ces bâtisses existaient au moment de la vente.

Monsieur Hay, gérant de la C.D.F. affirmait que la Commission paye un octroi sur l'évaluation des bâtisses démolies, mais je crois pouvoir affirmer que la Commission n'en paie pas. La C.D.F. en 1955 payait à la Municipalité un octroi de \$1,658.40 pour perte de taxes en 1954, basée comme suit: Taxe foncière au taux de .80 par \$100 sur une évaluation de \$103,650.00, soit un montant de \$829.20; Taxe spéciale de chemin au taux de .80 par \$100 sur une évaluation de \$103,650.00, soit un montant de \$829.20.

Le montant total de l'octroi est donc de \$1,658.40 au lieu de \$1,600.00 signalé dans le mémoire présenté, montant qui avait été figuré en chiffres ronds.



Comme je l'ai signalé plus haut, l'octroi est payé maintenant, c'est-à-dire, depuis la confection du nouveau rôle d'évaluation en 1953 et sa mise en vigueur en 1954 sur l'évaluation fournie par la municipalité. L'évaluation de \$103,-650.00 représente la valeur de l'évaluation actuelle et ne tient pas compte des bâtisses démolies énumérées ci-dessus.

Pour donner une réponse plus exacte à la question, il me faut aussi signaler que la valeur actuelle des bâtisses démolie ne peut être établie exactement ou très difficilement pour les considérations suivantes: (Voir sous-titre 3 à l'index)

Il n'y eut aucune ré-évaluation municipale des propriétés vendues à la C.D.F. entre 1938 et 1953. En effet, la C.D.F. a commencé ses achats dans Masham en 1940 et n'a jamais payé de taxes sur les propriétés achetées depuis, si l'on excepte les octrois accordés depuis 1952, rétroactifs à l'an 1951. Devant une telle perte, la municipalité de Ste-Cécile de Masham n'a pas jugé bon d'encourir les dépenses d'une ré-évaluation immobilière tous les trois ans des propriétés appartenant à la C.D.F. L'augmentation de la valeur de la propriété et des bâtisses en particulier depuis 1938, ne paraissant pas dans nos filières, il m'est impossible d'établir quelle est la valeur des taxes perdues par la démolition de ces bâtisses.

*Pertes de 1940-51 ne peuvent être évaluées exactement pour les raisons suivantes:*

III—ceci étant dit, je passe à la question suivante: Quelles furent les pertes municipales de 1940 à 1951 sur les propriétés achetées pour fin de parc de la Gatineau?

Nous avons compilé des chiffres en détail sur la question selon l'évaluation existante au moment de la vente, évaluation qui a été révisée en 1953 pour l'adapter au barème du reste de la municipalité. Le montant que j'ai compilé en 1953, moins d'un an après ma nomination comme secrétaire de ladite municipalité, est \$3,007.76 de perte de taxe de la municipalité. Ce montant est dans les limites que j'ai citées le 11 mai dernier, quoique je n'ai pu préciser alors, parce que je n'avais pas revu ces chiffres depuis 1953.

(Voir sous-titres 1 et 2)

Ce montant de perte de \$3,007.76 est loin d'être exact si l'on tient compte des facteurs mentionnés plus haut: L'augmentation du barème de l'évaluation municipale de période en période depuis 1938.

(Voir sous-titre 3)

S'il faut augmenter considérablement la somme de ces pertes municipales, un autre facteur me permet d'exprimer l'opinion que l'on peut aussi en diminuer une légère somme et je prouve cet avancé en répondant à la question de M. Richard, député d'Ottawa: Est-ce que la C.D.F. ou les locataires des chalets d'été au lac Philippe ont payé des taxes municipales avant 1951? alors que la C.D.F. recevait des loyers sur ces propriétés.

Voici en détail la réponse concernant chacun de ces chalets:

Dates Ventes:	Ancien propriétaire:	Payé années suivantes:	les années suivantes: Non payés
Avril 1948	Jos. Charlebois	1949-50	
Juin 1948	Geo. D. Mallory	1949-50	1949-50-48
Juillet 1948	N. B. A. Fair	—	1948-49-50
Mai 1948	M. J. Lockhart		
Juin 1948	W. J. Merrell	1949-50	
Juin 1948	Arthur Powers	1949-50	

Dates Ventes:	Ancien propriétaire:	Payé années suivantes:	Non payés les années suivantes
Sept. 1948	Jean Proulx	1949-50	
Juin 1948	O. J. Odam	1949-50	
Juin 1948	Fred C. Hanna	1949-50	
Juillet 1948	L. E. Johnson	1949-50	
Mars 1948	Gérard Meunier		1949-50
Juin 1948	Thomas Rankin	1949-50	1950
Août 1948	Geo. Earle	1949-50	1949-50
Sept. 1948	C. F. Scott		
Sept. 1948	F. Burder	1949-50	
Sept. 1948	Wm. B. Graham	1949-50	
Juin 1949	Lucien Massé		1949-50
Juin 1949	Romuald Picard	1949-50	
Août 1949	R. M. Cottrell		1949-50
Sept. 1949	L. L. Poulin		1949-50
Sept. 1949	A. Couture	1949-50	

Pour préciser davantage, il faut ajouter que dans le tableau précédent Messieurs F. C. Hanna, Wm. J. Merrell et Gérard Meunier possédaient respectivement: 7, 4 et 4 chalets d'été chacun.

Au sujet des fermes vendues avant 1951, il n'y a eu aucune taxe de payée sur lesdites fermes pour l'année 1950. Ici je cite le cas de trois des plus grosses fermes vendues en 1948:

Date de vente:	Ancien propriétaire:	Payé	Non-payé	Superficie:	Nos de lots
Sept. 1948	Wm. Jane Dougherty	1948-49	1950	442 acres	10b-11a-11b-12 12-13r2/rang 1
Avril 1948	Rugg. E. McNair		1948-49-50	300 acres	13a-14a-15 rang 1 P14-P15 rang 2
Mars 1948	Dalton Kennedy	1948	1948-49-50	215 acres	9-10a rang 1

Ce dernier n'a payé que partiellement ses taxes en 1948, voilà pourquoi l'année 1948 est mentionnée simultanément dans la colonne: payé et dans celle: non-payé.

Nous croyons que ces deux derniers tableaux répondront à la question de M. Richard et permettront de mieux préciser celle de M. Hay tout en contribuant à mieux apprécier quelques facteurs qui influencent légèrement le montant que nous avons mentionné comme pertes municipales pour la période de 1940-51.

D'un autre côté la démolition des chalets du Lac Philippe n'a pas été retranchée du rôle d'évaluation, elle le sera au rôle qui sera confectionné cette année même. Les évaluateurs n'évaluent pas avec la même valeur ou avec une plus value les bâtisses démolies, parce que la chose est contraire au code municipal qui dit que les bâtisses doivent être évaluées à la valeur réelle, quoique c'est un fait connu de tout le monde que, règle générale, le barème de l'évaluation municipale est de beaucoup inférieur à la valeur réelle. La plupart des municipalités de la région ont établi leur barème à moins de 50% de la valeur réelle. Or les chalets enlevés du Lac Philippe, de même que les bâtisses démolies ne représentent aucune valeur réelle pour les évaluateurs municipaux dans les parcs. Donc notre futur rôle d'évaluation ne fournira aucun renseignement de valeur réelle, au moment du transport de la C.D.F., c'est pourquoi au début je distinguais ma question en deux parties et ma réponse était que le montant de \$1,600.00 ou de \$1,658.40 représente le montant que la municipalité retirerait si la propriété actuelle, telle qu'elle

existe présentement, appartenait à des particuliers; mais ne représente pas le montant que la municipalité recevrait si la C.D.F. n'avait rien acheté.

*Facteur "développement" doit conditionner l'évaluation des pertes subies.*

IV—Ma réponse à la question alors sur le montant de \$1,500.00 avait été:

Qu'il faut tenir compte du développement municipal probable. Un membre du Comité conjoint avait objecté que cette hypothèse était problématique, permettez-moi de donner quelques précisions sur cette réponse.

(1) Jusqu'à date aucune industrie ne s'est développée et n'aurait probablement pas pu se développer dans le terrain de la C.D.F. inclus dans les limites de la municipalité de Ste-Cécile de Masham qui peut éventuellement vouloir s'installer. La même chose pour une industrie touristique qui ajouterait de la plus value, cette industrie touristique peut être sous forme de construction de chalets d'été ou d'hôtels touristiques.

(2) Cette région avec ses nombreux lacs à proximité de la capitale nationale se prête admirablement à l'industrie touristique. Or on sait que la construction des chalets d'été a été paralysée dans le parc, même plus, on est à enlever les chalets existants. Il est donc inutile de compter sur cet essor de par les tracés mêmes de la C.D.F. On constate d'un autre côté que de la période s'étendant de 1945 à 1953, le nombre des chalets d'été sur les bords des lacs Frazer, Bell et Gauvreau est passé de 15 à 64, aujourd'hui il est encore plus élevé. Au lac Gauvreau, une quatrième rangée de camps est en train de se bâtir, alors qu'au lac Philippe il n'y en avait qu'une rangée non encore remplie.

(3) D'autres lacs dans Masham seront construits prochainement, mais les lacs non construits dans le Parc resteront à ce stade, croyons-nous. Si le développement résidentiel et touristique est favorisé dans le reste de la municipalité, pourquoi ne l'aurait-il pas été dans la région (de la C.D.F.) de Masham? Il y a plus de 30 fermes vendues à la C.D.F., dont plusieurs fermes comprenaient un certain nombre de lots. Plusieurs de ces lots pourraient être vendus et auraient été vendus à des résidents ou à des villégiateurs qui, normalement selon le code municipal, auraient payé des taxes à la municipalité. Ces fermes vendues, au lieu d'augmenter de valeur, en perdent parce qu'elles retournent en lots à bois. Les lots à bois ne sont évalués depuis 1953 dans Masham qu'à \$2.00 l'acre, alors qu'auparavant ils étaient évalués à \$1.00 l'acre.

Si la construction des campements d'été n'est plus permise dans le parc, section de Masham, pourquoi un hôtel touristique ne le serait pas pour augmenter la valeur de la municipalité dans la section du Parc?

A ce sujet, je me dois d'ajouter que Masham l'a déjà demandé, appuyé par le Conseil Métropolitain de l'Ouest du Québec et l'Union des Chambres de Commerce de l'ouest du Québec et permettez-moi ici de citer quelques extraits de la lettre envoyée à la C.D.F. à cet effet par la Chambre de Commerce de Masham:

"L'aménagement du Parc de la Gatineau a eu comme conséquence un effet malheureux sur le développement de Ste-Cécile de Masham. En effet, environ le tiers de la Municipalité appartient maintenant à la Commission du District Fédéral. Ses réserves forestières ne lui appartiennent plus, ses deux scieries sont sur le point de fermer leurs portes. Une partie considérable de son industrie agricole a été anéantie, son commerce local a décliné, plusieurs de ses commerçants ont vu leurs commerces péricliter par l'exode de la population des terrains vendus. Les institutions municipales et scolaires ont vu leur valeur immobilière à date baisser dans le terrain du parc. Le progrès et le développement par la construction de chalets d'été ont été paralysés.



"Cette érection, outre l'avantage de contribuer à développer l'essor touristique et d'aider à l'aménagement du parc de la Gatineau, constituerait en même temps une source de revenus pour la municipalité et la commission scolaire, source de revenus leur permettant de pouvoir se développer au diapason du développement des environs de la capitale nationale.

"Cet hôtel touristique emploierait aussi une certaine proportion de main-d'oeuvre locale, destinée à aider davantage la population et le commerce local.

"La construction d'un tel hôtel donnerait une orientation nouvelle à l'économie de l'endroit, lui permettant aussi de pouvoir coopérer plus étroitement avec les fins de la Commission du District Fédéral."

Je ne crois pas avec les organisations qui nous appuient que ce soit un développement problématique, mais je crois que c'est un projet très réalisable et plus facile de réalisation que maints autres projets de la C.D.F. Cependant nous n'avons pas eu encore aucune réponse affirmative de la C.D.F. malgré la demande appuyée par deux organismes qui représentent toute la région québécoise de la C.D.F. Le Conseil Métropolitain représente en outre tous les contribuables et tous les électeurs de cette région.

La question de savoir si le \$1,600.00 représente les pertes de la municipalité et représenteront des pertes dans l'avenir, devrait, à mon humble avis et à celui des organismes précités, être jugée en fonction de tous les facteurs que nous nous sommes efforcé d'énumérer.

Masham a besoin de la C.D.F. pour réaliser ces projets pour son développement harmonieux, qui viendra compléter le travail de la C.D.F. d'embellissement du parc de la Gatineau, digne d'une capitale nationale, mais aussi permettant à la municipalité de vivre convenablement et de progresser.

J'insère dans ce travail, copie de la lettre en date du 7 mars 1956 rédemande d'hôtel touristique moderne dans Masham.

*V—Réponse à l'affirmation de Monsieur Hay lors de la présentation du Mémoire du Conseil Métropolitain: le barème de l'évaluation municipal est égal pour toutes les propriétés de Ste-Cécile de Masham depuis 1953, que ce soit la propriété de la C.D.F. ou non. Il n'y a pas de barème spécialement augmenté pour les propriétés de la C.D.F. pour fin d'octrois plus considérables.*

Monsieur Hay a mentionné, si je ne m'abuse, dans sa réponse au Comité parlementaire que plusieurs municipalités avaient haussé leur évaluation des terrains possédés par la C.D.F. afin de recevoir plus d'octroi. Je me permets de différer d'opinion avec lui sur ce point en ce qui regarde Masham. Comme nous l'avons mentionné tout le long de cet exposé, il y a eu un réajustement de l'évaluation en 1953 et si l'on compare l'évaluation des propriétés de la C.D.F. avec celle des autres résidents, nous trouvons que les évaluateurs assermentés se sont efforcés de suivre le même barème pour toutes les propriétés dans Masham, de la Commission du District Fédéral ou non.

*VI—Pressions exercées dans les acquisitions de la C.D.F.*

Pour la question des prix payés par la C.D.F. pour fin du parc de la Gatineau dans Masham. C'est un fait reconnu localement que certaines pressions s'exerçaient sur une foule de gens, surtout sur les résidents.

De nombreuses entrevues occasionnelles que nous avons eues avec des anciens fermiers dont les fermes ont été vendues confirment dans mon esprit et dans l'esprit d'une grande partie de la population ces faits. Sous forme de chiffres, nous fournissons le tableau suivant qui semble confirmer ce fait. Le tableau ne fait pas mention de la propriété de M. Gérard Meunier, dont le prix de vente englobe 4 chalets et sa ferme; il ne fait pas mention non plus de la propriété G. Dion Gosselin, dont le prix de vente est global avec plusieurs lots du canton d'Eardley.

L'an 1948 est l'année employée pour le tableau comparatif ci-dessous, car c'est l'année où il y a eu le plus d'acquisition dans Masham et c'est aussi l'année où la majorité des campements d'été a été achetée par la C.D.F. Le tableau comparatif des propriétés des résidents comprend uniquement des fermiers avec un seul demi-lot à bois vendu possédé uniquement par le même propriétaire: (Alice Brady).

## Campements du lac Philippe:

Vendu		Evaluation Municipale (au moment de la vente)
Léonard Malouin .....	\$ 425.	\$ 100.
Jos. Charlebois .....	800.	500.
M. J. Lockhart .....	2,250.	1,000.
Arthur Powers .....	7,000.	1,000.
Wm. J. Merrell (4 chalets) .....	11,250.	1,650.
Thomas Rankin .....	4,000.	400.
A. J. Odam .....	2,250.	500.
Geo. D. Mallory .....	1,500.	700.
Fred C. Hanna (7 chalets) .....	36,000.	7,500.
L. E. Johnson .....	3,500.	700.
N. B. A. Fair .....	6,500.	1,000.
Geo. Earle .....	2,500.	900.
C. F. Scott .....	4,250.	900.
F. Burder .....	4,400.	1,200.
Wm. B. Graham .....	17,500.	1,100.
Jean Proulx .....	5,500.	1,100.
Verdun T. Kane .....	450.	100.
Total: (25 cotages)	112,325.	20,350.

La moyenne payée dans le tableau ci-haut est cinq fois et demi l'évaluation.

Fermes		Evaluation Municipale (au moment de la vente)
Thomas Renaud .....	\$ 2,200.	500.
Dalton Kennedy .....	6,000.	2,900.
Rugg E. McNair .....	4,500.	3,250.
Alice Brady (lot à bois) .....	150.	50.
J. O. Hélie .....	3,000.	2,200.
D. Roger Brown .....	3,500.	1,400.
Wm. Jane Dougherty .....	9,500.	2,800.
Hubert Brown .....	4,500.	2,800.
Total:	33,350.	15,900.

La moyenne payée dans ce dernier tableau est deux fois plus que l'évaluation en vigueur de la municipalité lors de la vente de ces fermes.

De 1940 à 1948 inclusivement, nous reproduisons le tableau ci-dessous:

1940: 581.31 acres vendus pour la somme de \$4,100.00, l'évaluation municipale lors de la vente était de \$1,300.00. Les prix payés représentent une moyenne de trois fois l'évaluation municipale d'alors.

1945: 225.20 acres vendus pour la somme de \$2,250.00 alors que l'évaluation municipale fut supérieure au prix payé, soit \$2,700.00.

1946: 550 acres dont l'évaluation municipale était \$2,000.00, prix payé \$2,950.00 soit une fois et demie l'évaluation.

- 1947: 1,015.7 acres; évaluation municipale d'alors \$1,750.00, prix payé: \$5,975.00 soit environ 3 fois et demie l'évaluation.
- 1948: 2,107.26 acres, incluant aussi quatre chalets d'été de M. Gérard Meunier, évaluation municipale totale de ces fermes avec les chalets mentionnés: \$20,000.00, le prix payé fut de \$47,751.00, soit deux fois et un tiers l'évaluation.
- 1948: 51.23 acres avec 25 chalets d'été, (ceux de G. Meunier exclus) ont été vendus \$112,325.00, montant cinq fois et demi supérieur à l'évaluation municipale en vigueur.
- 1949: 1.77 acre avec 4 chalets d'été vendus pour la somme de \$21,300.00, alors que l'évaluation municipale au moment de la vente était de \$3,600.00. Le prix payé représente bien environ 6 fois l'évaluation en vigueur.

Selon les tableaux que je viens d'exposer, il appert que les villégiateurs étaient plus "gens d'affaires" et obtenaient un prix qui leur permettaient de se reconstruire ailleurs, tandis que les fermiers n'avaient pas le sens des affaires et ne pouvaient pas se construire une maison convenable en 1949 avec le prix obtenu pour leurs fermes, sans compter que leurs fermes leur rapportaient un revenu suffisant sur place assurant leur subsistance.

#### VII. *Cas particulièrement triste signalé: "Château Philippe"*

Un cas frappant de ce fait a créé une profonde impression sur la population locale et des alentours, ce fut lorsqu'en 1947 un fermier habitué à un régime de vie non luxueux possédait une ferme de 134 acres, qui a été achetée par la C.D.F. pour la somme de \$800.00, alors que son évaluation municipale était de \$100.00 pour ses bâtisses et de \$300.00, pour le terrain, soit un total de \$400.00. Sa terre était assez pauvre, mais elle constituait une ferme et son évaluation était trois fois plus élevé que celle d'un lot à bois. Il semble que les acheteurs de la C.D.F. ont profité de son incapacité en affaires pour obtenir cette ferme. Par la suite de cette vente, la Municipalité de Ste-Cécile de Masham a été obligée de lui payer maints comptes de magasins pour lui permettre de continuer à vivre avec sa famille. La pension de vieillesse est venue délivrer la municipalité de ce fardeau pour la municipalité.

Comme habitation, ce monsieur Albert Philippe s'est bâti une espèce de taudis en "slab", tôle rouillée et vieille planche de colle. Ce logis exigu a depuis deux ans une meilleure apparence grâce à la charité publique, qui a permis d'y apposer un papier brique sur la façade. Toute la population appelle ce logis: "Le Château Philippe." Hélas ce n'est pas le genre de château que nous demandons pour augmenter notre développement touristique et pour souscrire au plan Gréber de l'embellissement de la Capitale Nationale, ni pour bâtir un parc de la Gatineau, digne de la Capitale de notre pays.

#### VIII. *Délégation de Ste. Cécile de Masham à la C.D.F. le 25 janvier 1954.* *Questions posées:*

Une délégation de Ste-Cécile de Masham, comprenant son pasteur, son maire, son président de la Commission scolaire, son président de la Chambre de Commerce et le soussigné a sollicité une entrevue avec le président de la C.D.F. en janvier 1954 pour discuter plusieurs problèmes se rapportant à Masham en regard à la poursuite du plan Gréber. Rendue au bureau de la C.D.F., le président étant absent, la délégation fut gentiment reçue par M. Cramm et M. Hay. La délégation avait un questionnaire préparé pour s'enquérir des vues de la C.D.F. dans Masham et pour signaler certaines situations qu'elle croyait anormale.

(Voir sous-titre 1)



On a assuré la délégation de Ste-Cécile de Masham qu'on n'achetait pas de terres arables ou cultivables dans Masham. La délégation ayant signalé qu'il y en avait de vendues, on n'a rien répondu. Ensuite on a assuré la délégation que la C.D.F. s'arrêterait là au sujet des fermes, qu'il n'y aurait plus de terrain agricole que la Commission achèterait et qu'on s'en tiendrait à de nouvelles limites du Parc de la Gatineau, préparées par M. E. S. Richards.

En 1954, on a acheté qu'une ferme, qui était dans les limites du plan Richards, ce que la délégation avait concédée. En 1955, la Commission s'est tenue à ces limites-là d'après les mutations officielles de propriétés reçues du bureau d'enregistrement à date, cependant nous avons reçu des avis de mutation par le notaire de la C.D.F. sur quelque propriété en dehors des limites du plan Richards. La délégation avait demandé de soumettre aux autorités locales toute nouvelle acquisition en dehors des limites du plan Richards et même était prête à céder les montagnes, pour conserver le terrain agricole.

(Voir sous-titre 2)

La délégation a attiré l'attention des membres de la C.D.F. sur le cas Albert Philippe, le prix payé et la charge que la Municipalité a héritée par la suite. On a pu rien faire de mieux que de déplorer cette situation et on a pris aucune mesure par la suite destinée à rectifier cet état de choses. La délégation a aussi discuté maints autres problèmes tels que la croissance des mauvaises herbes sur les terres cultivables de la C.D.F., le problème du castor dans le parc qui élève le niveau de certains lacs et ensuite inonde certaines fermes agricoles possédées par des fermiers.

(Voir sous-titre 3)

Moi-même j'ai été un peu surpris de la politique suivie par la Commission en lisant le but du projet du plan Gréber:

"En établissant une région de la capitale nationale suivant les indications du Rapport final du Comité mixte du Sénat et de la Chambre des Communes, et conformément aux dispositions de l'arrêté en conseil du 16 août 1945, le gouvernement fédéral a défini un territoire comprenant environ 900 milles carrés autour de la ville d'Ottawa, comme région de la capitale nationale, en vue de la préparation des plans applicables au développement à longue échéance de ce territoire.

Le plan de la capitale nationale a un double but: c'est avant tout de préparer la charte de développement du groupe de municipalité qui forment la région de la capitale, en vue d'assurer le confort et le bien-être de leurs habitants et de faciliter toutes leurs activités; mais ce doit être également l'aménagement d'une capitale, qui comporte des problèmes multiples relatifs à sa vie et à sa fonction spéciale; parlement, gouvernement, vie diplomatique, congrès nationaux et internationaux dans une atmosphère de dignité, d'ordre et d'accueil.

Un autre aspect du problème résulte de l'étendue de la région proposée à nos études. Les opérations d'aménagement proprement dit sont limitées au noyau urbain. Le territoire additionnel, qu'il a été sage d'inclure dans la région, n'exige aucune opération d'aménagement, mais seulement l'application de règlements de protection, afin d'en maintenir le caractère rural ou forestier. Une telle protection a le double avantage de ne rien bouleverser dans la vie actuelle de ce territoire et d'assurer la sauvegarde du remarquable cadre naturel, au milieu duquel la capitale s'est développée. La protection de ce cadre est une garantie de la prospérité croissante *du tourisme, industrie majeure d'une capitale.*

Cet extrait est textuel à la page 14 du rapport général de 1950, du projet d'aménagement de la capitale nationale, préparé par l'urbaniste, Jacques Gréber.

Je désire souligner aux distingués membres du Comité parlementaire que cette réponse et cet exposé ont été préparés dans un but objectif seulement, c'est mon plus grand désir de rendre justice à toutes les parties concernées dans l'enquête que vous poursuivez. Les chiffres que j'ai fournis sont aussi exacts que j'ai pu le faire, je serais le plus surpris s'il y avait 5% d'erreur, et si erreurs il y a, je serai des plus heureux qu'elles soient rectifiées.

#### *IX—Situation du Parc de la Gatineau.*

Nous espérons avoir répondu à la demande de renseignements, mais en tant que secrétaire bénévole du Conseil Métropolitain de l'Ouest du Québec, je m'excuse d'être obligé d'avouer que je ne suis pas en mesure de fournir des chiffres pour tout le Parc de la Gatineau, je n'ai ni le temps, ni les moyens de le faire. Cependant j'en ai fait la demande par lettre recommandée aux municipalités concernées, dès que j'aurai les réponses des secrétaires qui voudront bien répondre, je me ferai un plaisir de les faire parvenir au Comité, si ce n'est pas trop tard. Je crains que plusieurs municipalités n'ont pas compilé le travail fait par la C.D.F. dans leurs limites, comme je l'ai fait après l'évaluation municipale de 1953, alors que tout ce problème et ces données me furent une révélation.

#### *X—Réponse au sujet des taxes des propriétés louées par la C.D.F.: Pas de règlement municipal imposant une taxe de locataires.*

J'ai oublié de signaler que la municipalité de Ste-Cécile de Masham n'a jamais eu de règlement municipal, à ma connaissance, autorisant son secrétaire à percevoir des taxes de locataire, taxes basées sur l'évaluation des bâtisses ou campements qu'ils occupaient comme locataire, l'évaluation devant être celle de la propriété elle-même. D'un autre côté, si plusieurs locataires ont payé le montant correspondant en taxes de celles qu'ils auraient payées s'ils étaient demeurés propriétaires, il semble que ce fut en vertu de certaines ententes faites avec la C.D.F. et non la municipalité, mais la municipalité envoyait des comptes et les percevait quand ces locataires les payaient; cependant ces ententes, à ce qu'on m'a dit, étaient pour une période de temps déterminé: soit d'un an, deux ou trois ans, suivant les cas. La municipalité n'a pas forcé aucun ancien propriétaire à payer sur l'évaluation de la propriété qu'ils occupaient comme locataires, seule la C.D.F. aurait pu le faire en vertu d'ententes qu'elle a faites ou qu'elle aurait pu faire avec ses locataires. Nous n'avons trouvé nulle part dans nos filières les montants de taxes payées par la C.D.F. elle-même avant qu'elle paie les octrois pour pertes de taxes en 1951. Nous serions heureux si la Commission pourrait fournir des précisions sur ce sujet, au cas où l'argent se serait égaré.

#### *XI—Renseignements limités au sujet des acquisitions des années 1955-56 dans Masham. Situation.*

Nos derniers renseignements sont très limités sur les propriétés vendues en 1955 et en 1956, s'il y a eu lieu, car malgré le fait que beaucoup de propriétaires antérieurs aient été payés, la plupart des contrats de vente n'ont pas été enregistrés au bureau d'enregistrement du Comté de Gatineau, c'est ce qui ressort de la correspondance échangée à cet effet dernièrement avec ledit bureau.

Nous avons les noms des anciens propriétaires dans nos livres, ils affirment que leurs propriétés appartiennent à la C.D.F. et qu'ils n'ont pas à payer les taxes de 1956 sur lesdites propriétés, ce qui est injuste s'ils ne sont pas propriétaires. Mais nous n'avons pas la preuve du bureau d'enregistrement que ces propriétés sont transportées au nom de la C.D.F. Voilà un autre fait qui nous cause des ennuis et qui est une source d'erreurs dans nos livres.



## XII—Questions intéressantes certaines situations non éclaircies.

Une foule de situations particulières semble avoir eu libre cours dans les relations diverses entre la C.D.F. ou ses représentants et les différents organismes locaux, municipaux ou non.

Un sujet particulier que nous aimerions voir éclaircir sous forme de statistiques certifiées par la C.D.F., consiste en la rumeur qu'une foule de gens affirme avec certitude à savoir: si l'échelle de salaires est égale pour tous les employés embauchés par la C.D.F. pour travailler dans le Parc de la Gatineau, et cela pour travail égal, mais travaillant dans des sections différentes du Parc, ou dans des municipalités différentes du Parc? (On m'assure que les journaliers de Ste-Cécile de Masham ne reçoivent que .95 l'heure, alors qu'ils recevraient \$1.25 de l'heure s'ils travaillaient dans Hull-Ouest.) S'il existe une telle différence entre les salaires de divers groupements effectuant le même travail, nous serions des plus intéressés d'en connaître la ou les raisons.

Est-ce que les salaires payés correspondent aux salaires courants dans l'industrie privée?

Qui aurait décidé que les employés de certaine ou certaines municipalités recevraient plus ou recevraient moins de salaires pour le même genre de travail?

Quelque soit la réponse à ces questions, je ne voudrais pas qu'aucun des employés perde son emploi pour des réponses qui seraient plus que compromettantes; au contraire, j'aimerais qu'ils le conservent mais qu'ils reçoivent des directives sévères des officiers supérieurs de la C.D.F. ou encore du Parlement Fédéral!

Est-ce que le manque de coopération manifesté souvent par des employés permanents au sein de la C.D.F. envers les municipalités ou les autres organismes locaux doit être interprété comme des ordres reçus de la C.D.F. pour agir de la sorte, car je ne doute pas que l'employeur est responsable de son employé?

Je sais que j'ai été loin d'aborder tous les sujets en litige et qu'il y aurait une modalité de réponses différentes selon les cas particuliers envisagés. Toutefois je prie les membres du Comité parlementaire et les membres de la C.D.F. d'être indulgents à mon égard, car je ne suis pas un expert dans cette matière et je ne prétends pas l'être non plus; cependant, comme dépositaire des filières de Ste-Cécile de Masham j'ai pris connaissance de certains faits, qui, je crois, doivent intéresser le présent comité parlementaire, si l'on veut se faire une meilleure idée des préjugés et des récriminations qui ont été faits au sujet de la C.D.F.

Je suis et nous sommes en faveur de l'embellissement de la capitale nationale et de ses environs, mais nous aimerions que les choses se passent comme Jacques Gréber l'a spécifié à la page 14 de son rapport général de 1950, rapport accepté par le parlement fédéral. A cette fin Masham et la région attendent avec impatience le développement de l'industrie touristique qui doit être "l'industrie majeure d'une capitale."

D'un autre côté, je remarque que le mémoire présenté par la C.D.F. cite à la page 5, parmi les pouvoirs qui lui sont conférés, art. 4.: "Exploiter ou accorder des concessions pour exploiter des endroits où se rafraîchir, s'amuser ou s'abriter, ou pour l'encouragement des divertissements, sports et jeux, sur des biens-fonds qu'elle administre ou contrôle."

## XIII—Amender le système actuel de compensation:

J'avais l'intention de terminer ma réponse après les conditions que je viens d'énumérer, mais je m'aperçois que cette réponse ne fait qu'effleurer, à mon avis, le problème lui-même. A titre de citoyen vivant dans la région affectée par les tracés et le travail de la Commission du District Fédéral, je crois de mon devoir de préciser la situation de Ste-Cécile de Masham en particulier



avec quelques données de portée générale, affectant la section québécoise du district de la capitale nationale. Cela je le fais personnellement, avec les seules qualifications de réunir les données que je possède à titre de secrétaire-trésorier des organismes suivants: Conseil Métropolitain de l'Ouest du Québec, Municipalité de Ste-Cécile de Masham, Commission scolaire de Ste-Cécile de Masham, outre le fait que je suis vice-président de l'Union des Chambres de Commerce de l'Ouest du Québec et membre de quelques autres organisations, et, aussi employé permanent du Ministère provincial de la Santé pour le Comté de Hull.

A mon avis, je crois qu'il est urgent d'amender la politique suivie de dédommager les municipalités sur la base actuelle d'octrois pour compenser les pertes de taxes subies par ces municipalités. La raison profonde de mon opinion se base sur ce que j'ai établi plus haut et sur les faits suivants.

(1) Je me permets ici de comparer le Parc de la Gatineau à la ceinture verte autour de Hull. La ville de Hull craint son encerclement par la ceinture verte, encerclement venant en conflit avec l'expansion naturelle de la ville, qui aurait là des emplacements de choix, lui permettant des développements industriels et résidentiels très profitables au trésor municipal. Dans cette mention de développements industriels, il faut aussi inclure l'industrie touristique comme partie intégrante des développements industriels.

(2) Or le Parc de la Gatineau représente, dans les municipalités incluses, le même encerclement limitant leur libre expansion et leur libre essor, que la ceinture verte représente pour Hull. La plupart des dites municipalités n'ont pas encore pleinement évalué la portée de ce fait sur un plan à longue échéance. Car s'il a été nécessaire de prévoir un plan à longue échéance de l'expansion de la capitale de notre pays qu'est le Canada, il est aussi nécessaire de prévoir l'expansion naturelle des municipalités incluses dans le district de cette capitale.

- a) Si on a l'intention de constituer un district fédéral territorial, géographique, administratif et politique à l'image du district Columbia de Washington, ces données ne valent plus ou ont perdu une grande partie de leur valeur.
- b) Mais si on répond aux désirs de la population et à la ferme volonté des municipalités et de la population de conserver le statut administratif actuel, par l'intermédiaire des organismes administratifs existants, il faut nécessairement envisager le problème sur un autre angle. Dans une hypothèse comme dans l'autre, les subventions fédérales devront tenir compte de tous ces facteurs et je crois que le système actuel de compensation pour les terrains acquis dans les limites du Parc de la Gatineau, est incomplet et injuste jusqu'à un certain point, parce qu'il est basé sur l'évaluation municipale, d'un terrain laissé à l'état sauvage pour fin d'embellissement. On ne tient pas compte de la hausse de la valeur réelle de la propriété due à l'expansion de la banlieue de la capitale, la hausse des salaires de la main d'œuvre et la hausse du maintien et de l'inauguration des services municipaux.

(3) Les bâtisses démolies n'ont aucune valeur pour fin d'évaluation municipale, de même en est-il de la valeur des fermes, mais à une échelle moindre. Le principe d'évaluation municipale veut que l'industrie agricole par l'exploitation des fermes ait une plus grande valeur que les lots à bois, ou les terrains laissés à l'état sauvage. En effet, les fermes emploient un plus grand nombre de personnes, font vivre plus de familles et ont plus de bâtisses que les lots à bois et les fermes laissées à l'état sauvage ou abandonnées. Le degré de développement des municipalités est paralysé

dans une grande mesure par l'encerclement du Parc de la Gatineau; parc, où il ne pourra y avoir aucun développement minier par exemple, croyons-nous si telles mines étaient permises d'être prospectées. Je ne crois pas qu'il serait permis de les exploiter dans le Parc, excepté si la défense nationale y était concernée.

Les municipalités ne pourront fournir aucun lot pour développement résidentiel, touristique sous forme de constructions de villégiature ou d'accommodation hôtelière, de même en est-il pour le développement industriel proprement dit. Ces municipalités sont vouées à un état stationnaire de développement et jusqu'à date, elles ont été vouées à un stade rétrograde de développement, la valeur actuelle permise par le code municipal à l'évaluation municipale ne répond pas à la norme de base, que la C.D.F. se sert pour compenser les municipalités "lésées."

(4) Quand le doute s'est exprimé au Comité parlementaire sur la possibilité que les municipalités aient été lésées, je fus des plus effrayé de constater que la C.D.F. pouvait affirmer avec calme que les municipalités étaient compensées pour les pertes subies. Cette affirmation était forte parce que les membres du Comité parlementaire m'ont posé tellement de questions précises qui demandaient tellement de précisions que je n'ai pas voulu m'engager à aucune position précise dans une discussion hâtive qui aurait probablement été trop brève pour étudier tous les aspects du problème posé.

#### XIV—Ré-ajustement dans le système de compensation:

Selon les données ci-haut mentionnées et celles qui suivent je crois formuler l'opinion, justifiée que les municipalités sont bel et bien lésées dans les octrois non obtenus de 1940-51 et les octrois obtenus depuis ce temps-là pour compenser les taxes perdues. Il est très important qu'un ré-ajustement soit fait dans le système de compensation. Ce ré-ajustement basé sur l'évaluation municipale existante serait injuste à mon sens.

- a) En effet, il faut tenir compte d'une multitude d'autres facteurs importants, c'est pourquoi nous réclavons à grands cris le développement de la construction d'hôtels touristiques de grande valeur pour augmenter la valeur municipale et aussi pour aider à régler les problèmes financiers des municipalités et des commissions scolaires.
- b) Ici je me permets de mentionner que la délégation de Ste-Cécile de Masham, qui s'est rendue aux bureaux de la C.D.F. en janvier 1954 a exposé la situation de l'expropriation et de la compensation pratiquées par les entreprises commerciales et acquisitions de la C.D.F. pour fin du Parc de la Gatineau.

Les entreprises hydro-électriques par exemple accordent de généreuses subventions aux propriétaires dépossédés et d'un autre côté augmentent l'évaluation municipale tellement, que les gens vivant dans la localité sont des privilégiés au point de vue de l'imposition des taxes foncières; privilégiés pour le développement de leur localité, la main d'œuvre, et le commerce local. Tout le monde se scandaliserait si, à la suite de leurs expropriations, les entreprises commerciales ou industrielles démolissaient les propriétés achetées et ne construisaient rien pour redonner une plus value à la propriété municipale.

Or, avec le travail de la C.D.F. dans le parc de la Gatineau, les propriétés achetées ont perdu de la valeur de compensation et d'amélioration comparativement à ce qui se serait produit dans le monde des affaires.

- c) En effet, la Commission du District Fédéral a été plus préoccupée par l'achat des terrains pour fins du parc que par son amélioration. Dans le mémoire soumis au comité Conjoint, la C.D.F. ne mentionne pas à ma connaissance aucun projet de construction touristique dans aucune des municipalités du Parc.
- d) A part le projet de routes de promenade et de nettoyage des rives des lacs, il semble que l'on a négligé complètement de projeter ce développement touristique, qui est l'apport d'une région privilégiée majeure comme la Capitale.

Donc il faut absolument que la C.D.F. songe sérieusement à brève échéance de réaliser des modes de compensation nécessaires au bon fonctionnement des municipalités intéressées et j'espère que l'on envisagera des compensations correspondantes à l'étendue des problèmes, que la C.D.F. a créés ou créera dans l'avenir à ces municipalités, étouffées par cette ceinture du parc de la Gatineau.

*XV—Embellissement négligé dans la section de Masham appartenant à la C.D.F.: (Voir sous titre 1-2)*

Qu'il me soit permis ici de citer un autre cas particulier dans Masham. La Commission du District Fédéral a acheté en décembre 1948 la propriété de M. Hubert Brown. La C.D.F. a permis que la Municipalité du Village de Wakefield utilise une partie du terrain de la Commission pour fins d'opérer un dépotoir municipal. Ce dépotoir est situé près du chemin public et le surplus commence à tomber dans la rivière La Pêche.

Or le chapitre XIII des Règlements Provinciaux d'Hygiène, du Ministère de la Santé de Québec, intitulé: "Matières de Vidanges, Déchets, Détritus et Nuisances" stipule à l'article 3:

Aucun dépotoir de matières de vidanges ne peut être établi dans une municipalité, sans la permission du conseil municipal ou de son bureau d'hygiène. Ce dépotoir doit être situé à, au moins, dix-huit cents pieds de toute habitation ou de toute source d'eau d'alimentation. La surface du dépotoir doit être couverte chaque jour d'une couche de chaux, et chaque mois d'au moins un pied de terre.

Ce dépotoir opère sur la propriété de la C.D.F. dans le Parc de la Gatineau, en contravention de la loi provinciale d'Hygiène. Le Conseil municipal de Ste-Cécile de Masham n'a jamais donné la permission de l'établir à cet endroit et le bureau municipal d'hygiène n'a jamais donné avis à la municipalité qu'il avait l'intention de donner cette permission et n'a jamais donné son assentiment pour ce faire à la connaissance de la Municipalité.

L'embellissement de l'abord du chemin public par ce dépotoir n'est pas ce qui donne de la plus value à la municipalité pour compenser pour les taxes qu'elle perd et n'est pas la solution à une source de contamination des eaux de la rivière La Pêche. Je laisse au Comité parlementaire le soin de se prononcer sur la bonne coopération de la C.D.F. dans les relations provinciales-municipales au sujet de ce genre d'embellissement et ce respect de nos règlements provinciaux.

*XVI—Embellissement devrait procéder au même degré que les acquisitions:*

Il est opportun de dire que nous aimerions que l'embellissement du Parc de la Gatineau procède au même degré que les acquisitions pour fin d'aménagement et nous aimerions aussi que l'industrie touristique procède au même niveau. Ce serait, à mon avis, le meilleur moyen de dédommager équitablement les municipalités lésées ou affectées par le projet et la réalisation du Parc de la Gatineau.

(a) Au sujet de l'embellissement lui-même, devrais-je signaler qu'il serait opportun que la C.D.F. dédommage les propriétaires des terrains qu'elle



achète de façon à permettre à ces gens de se rebâtir convenablement, en relation avec le projet d'embellissement du district de la capitale nationale; c'est-à-dire qu'il faudrait que la C.D.F. paie à ces gens la valeur de remplacement selon l'échelle de la valeur de la construction actuelle.

(b) Ceci serait de nature à permettre à la municipalité de pouvoir adopter un règlement municipal, parce qu'ils en auraient les moyens financiers.

*XVII—Ce ne sera pas un district fédéral à l'image du district Columbia de Washington si l'on en juge par la façon lente de procéder.*

Il me semble bien que ce n'est plus l'intention du Parlement Fédéral de constituer un District Fédéral à l'image de celui des États-Unis, parce qu'on n'accorderait pas d'octrois aux municipalités: il me semble qu'on les achèterait en bloc au lieu d'attendre que tous les espaces libres soient remplis, état de choses qui deviendrait excessivement dispendieux dans un projet de longue haleine.

*XVIII—Les expropriations permises à la C.D.F. seraient dangereuses si l'on en juge par les achats effectués à date dans la région du parc.*

Ce projet de Parc de la Gatineau dans un milieu organisé présente beaucoup plus de problèmes que s'il avait été établi sur un terrain de la couronne. La manière dont la C.D.F. a commencé à procéder dans ses achats et les prix très bas payés à certains fermiers, ou anciens propriétaires, justifient, à mon sens, les revendications de tous les organismes qui ont présenté des mémoires à l'effet de ne pas consentir à la demande de la C.D.F. au Comité Parlementaire au sujet des pouvoirs extraordinaires qu'elle sollicite, et en particulier l'expropriation. Cette arme serait très dangereuse dans les mains d'un organisme gouvernemental dont on peut apprécier les agissements passés.

Je m'excuse de la longueur de mon exposé, mais j'ai considéré ces mises au point nécessaires; il y aurait une infinité de cas particuliers à signaler pour illustrer davantage la manière dont le travail s'est accompli par les employés à la solde de la C.D.F., mais je crois en avoir cité un assez grand nombre pour ouvrir la voie à une étude plus poussée de toute cette question.

Encore une fois qu'il me soit permis d'ajouter que les critiques formulées l'ont été dans un but uniquement constructif et dans le meilleur esprit civique possible, sans vouloir faire de préjudice, ni sans vouloir boycotter la C.D.F. ou personne d'autre. Je mentionne que le problème scolaire semble dans son ensemble analogue au problème municipal dans le Parc.

*XIX—Urbanisme vs Finances*

(1) Nous avons dit dans le mémoire du Conseil Métropolitain que les problèmes financiers dirigeront ou inspireront ce Conseil à prendre position devant une multitude de problèmes suscités par le travail de la C.D.F.

(2) Supposons qu'au lieu de la C.D.F. que ce fut la Compagnie E. B. Eddy ou une autre Compagnie qui posséderait le quart du terrain de la ville de Hull. Ce gros propriétaire paierait en retour assez de revenus à la ville de Hull pour lui permettre de se construire une usine de filtration, de faire aussi sa part dans la solution de la pollution des eaux de la rivière Ottawa, lui permettrait encore d'exproprier progressivement les vieilles maisons qui existent pour entreprendre un plan de construction digne d'une capitale nationale, parce que les gens expropriés obtiendraient assez de revenus pour se porter acquéreurs de telles maisons, de même en serait-il pour les institutions et les autres services essentiels. La chose est-elle possible?

Or l'on constate que tout près de Hull, la C.I.P. de Gatineau est une compagnie qui a un aqueduc qui utilise actuellement dans les environs de 30,000,000 gallons d'eau par jour, soit dix fois plus que la ville de Hull et les taxes de la ville de Gatineau sont moins élevées que dans la ville de Hull. Les institutions sont plus modernes aussi.

(3) La C.D.F. qui est le gros propriétaire dans Hull et dans la région du Parc de la Gatineau, devrait à mon avis donner de la valeur en correspondance aux municipalités lésées, la valeur correspondante à l'étendue des problèmes de ces municipalités.

(4) La discussion sera sûrement sur la modalité de la compensation, l'industrie touristique étant l'essor naturel d'une capitale nationale, ce pourra être par la construction touristique et sinon par la gratification des octrois en correspondance des besoins municipaux des régions affectées.

(5) Si on veut l'embellissement d'une vaste région, il me semble qu'il est du devoir des citoyens canadiens, fiers de leur capitale, de fournir à ces municipalités les moyens de coopérer à ce travail d'embellissement dans l'intérêt de la nation. Si l'on veut d'un autre côté donner l'exemple d'harmonie et d'unité nationale, il faudra nécessairement conserver le caractère ethnique de la population existante et le cachet de ses organismes pour montrer au peuple canadien et étranger une solution particulièrement harmonieuse de son caractère canadien.

Il faut donc à tout prix que l'on prenne tous les moyens possibles pour consacrer cet état de chose et pour donner aux municipalités les moyens de conserver la beauté naturelle de leur région et pour embellir et harmoniser leur développement, qui ne doit pas être hypothétique ou problématique mais qui sera dirigé.

(6) Je crois que c'est une grave lacune du plan directeur de la capitale nationale de ne pas avoir tenu suffisamment compte de ces problèmes financiers locaux.

*XX—Tableau des octrois de la C.D.F. accordés à la municipalité de Ste-Cécile de Masham.*

Reçu en août 1952:	\$1,054.40	pour 1951	au taux de 16 mills.	Eval:	\$65,900.00
Reçu le 15 oct. 1953:	1,120.30	pour 1952	taux: 17 mills	Eval.:	\$65,900.00
Reçu le 2 nov. 1954:	1,202.91	pour 1953	taux: 17 mills	Eval.:	69,050.00
Reçu le 30 août 1955:	1,658.40	pour 1954	taux: 16 mills	Eval.:	103,650.00

D'après ce tableau, la municipalité n'a encore rien reçu pour compenser les taxes de 1955 et l'on voit que la C.D.F. paye ses octrois toujours avec un an de retard ou plutôt un an et demi de retard, car les contribuables sont requis de payer dans le printemps de l'année même, alors que la C.D.F. les paie l'automne de l'année suivante. Si la C.D.F. était contribuable, nous serions obligés de lui charger de l'intérêt sur les arrérages, c'est un autre privilège qu'elle a de ne pas être imposable et de ne pas payer les intérêts comme nous les petits propriétaires. La C.D.F. serait le plus gros contribuable de Ste-Cécile de Masham si elle était imposable.

Voilà une situation de fait qui complique grandement la tenue des livres de la municipalité de Ste-Cécile de Masham et qui rend la vérification difficile.

N.B. Depuis la préparation de ce tableau-ci l'octroi pour 1955 vient d'être versé à la municipalité de Ste-Cécile de Masham.

XXI—Tableau des octrois accordés par la C.D.F. à la commission scolaire de Ste-Cécile de Masham.

Date de réception:	Période couverte:	Montant reçu:
5 août 1952 .....	1851-52	\$1867.50
23 octobre 1953 .....	1952-53	1544.38
2 novembre 1954 .....	1953-54	1988.63
4 octobre 1955 .....	1954-55	2267.50

Comme l'on voit dans ce tableau, l'année scolaire 1950-51 n'a pas été gratifiée d'aucun octroi, solution anormale, me semble-t-il, parce que 6 mois de l'année 1951 n'ont pas été couverts par les octrois, alors que la C.D.F. couvrirait cette année-là au complet pour fin d'octroi municipal.

On constate aussi le même retard qu'au municipal pour la date de réception de ces octrois et les mêmes inconvénients. D'un autre côté on constate aussi la même position privilégiée de la C.D.F. de ne payer aucun intérêt et de payer un an et demi plus tard que les contribuables de l'endroit sont tenus de le faire.

N.B. Depuis la préparation de ce tableau-ci l'octroi pour 1955 vient d'être versé à la municipalité de Ste-Cécile de Masham.

XXII—Wakefield R.R. No. 1, le 7 mars 1956.

Monsieur J. Handy, sec.,  
Commission du District Fédéral,  
291, ave Carling,  
Ottawa, Ontario.  
Cher monsieur,

Au nom de la Chambre de Commerce de Ste-Cécile de Masham, je suis heureux de vous remercier pour le bienveillant accueil et la compréhensive entrevue que la Commission du District Fédéral a accordée au Comité de la Chambre de Commerce, qui se rendit à vos bureaux le vendredi 3 février dernier.

Ce comité était composé de monsieur l'abbé A. Benoit, ptre curé, Hilaire Gauvreau, président de la Chambre de Commerce et du soussigné secrétaire de ladite Chambre.

Les membres de la C.D.F. ont demandé au Comité de vous écrire les raisons pour lesquelles le Comité désire un terrain au nord du lac Philippe appartenant à la C.D.F. Ce terrain choisi dans la municipalité de Ste-Cécile de Masham serait dans le but d'attirer une entreprise commerciale à construire un hôtel touristique moderne d'une valeur de plus d'un million de dollars.

Les principales raisons sont les suivantes:

(1) Il n'y a aucun hôtel licencié à Masham, ni aucun autre service d'hôtellerie pouvant abriter les visiteurs et les touristes.

(2) Il n'y a pas de service d'hôtellerie touristique de grande classe dans la Gâtineau, ni dans le parc national avoisinant la capitale du pays.

(3) Masham est désireux de promouvoir son propre développement en relation avec l'aménagement du parc de la Gâtineau.

(4) Le lac Philippe acquiert déjà une réputation internationale et il lui faut un endroit pour recevoir dignement ses visiteurs.

(5) Toutes les autorités de Ste-Cécile de Masham et la Municipalité en particulier, de même que le Conseil Métropolitain de l'Ouest du Québec et l'Union des Chambres de Commerce de l'ouest du Québec appuient ce mouvement de promotion touristique de l'endroit.



(6) La construction d'une piscine sur le site même de l'hôtel éviterait aux visiteurs de l'hôtel les inconvénients du public sur la grève du lac, c'est-à-dire ne dérangerait pas l'organisation déjà en marche d'une immense grève publique.

(7) Le choix du site du Lac Philippe est l'endroit idéal parce qu'il présente un magnifique paysage naturel de toute beauté: la vue panoramique de ce lac enclavé dans les montagnes.

(8) Ce site offre maints avantages tels que grève naturelle, terrain facile de terrassement, facile à aménager aux sports d'été (tennis, jeux de balle, etc. . . .) le lac offre les avantages de la natation, du canotage, de la pêche; ses montagnes sont une richesse naturelle pouvant facilement donner accès aux sports d'hiver.

(9) La distance de cet endroit luxueux de villégiature sera bientôt très facile d'accès par voie routière. D'un côté l'aménagement de la route Masham-Wakefield est en train de s'opérer, ce chemin est très pittoresque comme chemin de promenade et le deviendra encore plus par l'érection prochaine d'un pont couvert sur la rivière La Pêche par la C.D.F.; d'un autre côté, selon les projets tracés par la C.D.F., sous peu un autre chemin de promenade non moins grandiose reliera cet endroit à la capitale avec parcours moins long, soit que quelque dix-huit milles de Hull.

(10) L'érection d'un hôtel deviendra un endroit idéal pour les visiteurs de notre pays et de notre gouvernement fédéral. Ce pourra être un endroit pour les piques-niques, ou encore pour les congrès ou les réunions nationales ou internationales.

(11) L'aménagement du Parc de la Gatineau a eu comme conséquence un effet malheureux sur le développement de Ste-Cécile de Masham. En effet, environ le tiers de la Municipalité appartient maintenant à la Commission du District Fédéral. Ses réserves forestières ne lui appartiennent plus, ses deux scieries sont sur le point de fermer leurs portes. Une partie considérable de son industrie agricole a été anéantie, son commerce local a décliné, plusieurs de ses commerçants ont vu leurs commerces périlcliter par l'exode de la population des terrains vendus. Les institutions municipales et scolaires ont vu leur valeur immobilière à date baisser dans le terrain du parc. Le progrès et le développement par la construction de chalets d'été ont été paralysés.

(12) L'érection d'un hôtel d'une valeur immobilière de plus d'un million de dollars serait une compensation jugée équitable pour le déséquilibre occasionné par l'aménagement du parc de la Gatineau.

(13) Cette érection, outre l'avantage de contribuer à développer l'essor touristique et d'aider à l'aménagement du parc de la Gatineau, constituerait en même temps une source de revenus pour la municipalité et la commission scolaire, source de revenus leur permettant de pouvoir se développer au diapason du développement des environs de la capitale nationale.

(14) Cet hôtel touristique emploierait aussi une certaine proportion de main-d'œuvre locale, destinée à aider davantage la population et le commerce local.

(15) La construction d'un tel hôtel donnerait une orientation nouvelle à l'économie de l'endroit, lui permettant aussi de pouvoir coopérer plus étroitement avec les fins de la Commission du District Fédéral.

A ces raisons, il pourrait s'en ajouter une quantité d'autres, dont l'énumération serait trop longue, la Chambre de Commerce pour accomplir ses buts a besoin de la C.D.F. pour l'aider à réaliser ce projet qu'elle caresse pour le

développement harmonieux de Masham, développement qui viendra, croyons-nous, compléter le travail de la C.D.F. d'embellissement du parc de la Gatineau, digne d'une capitale nationale, mais aussi permettant à la municipalité de vivre convenablement et de progresser.

Puissiez-vous accorder votre bienveillante attention à la présente et nous aider à réaliser le but que nous voulons atteindre pour le bénéfice de toutes les parties intéressées.

Veuillez croire en l'expression de nos distingués sentiments.

Sincèrement vôtre,  
La Chambre de Commerce de  
Ste-Cécile de Masham, par  
J. Matte, D. M. V., sec.-trés.,  
Wakefield, R.R. n° 1, P.Q.

N.B. Cette lettre fait suite à la résolution n° 3, de l'assemblée de la Chambre de Commerce de Ste-Cécile de Masham, tenue le 10 février 1956 et adoptée à l'unanimité.

*XXIII—Rapport du secrétaire de la délégation de Ste-Cécile de Masham à la C.D.F. le 25 janvier 1954 re: inquiétudes de Masham, occasionnées par le projet d'aménagement du parc de la Gatineau et des conséquences de ce projet.*

Ce qui suit est un memorandum que le soussigné avait dressé immédiatement à son retour de la délégation, ce memorandum avait été vérifié comme exact le lendemain de cet événement et comme ayant trait aux réponses aux questions posées à la C.D.F.

"Une délégation comprenant M. le Curé Benoit, messieurs Godfroid Bélisle, président de la Commission Scolaire, Arthur Sincennes, Maire, Thomas Gosselin, président de la Chambre de Commerce et du Dr. J. Matte, sec.-trés., se rendait lundi le 25 janvier 1954 aux bureaux de la Commission du District Fédéral à Ottawa.

"La délégation voulait s'enquérir des projets de la C.D.F. dans Ste-Cécile de Masham pour l'aménagement du parc de la Gatineau et voulait aussi exposer les problèmes de la poursuite de ce projet. M. Cram, sec. de la C.D.F. répondit à la délégation que toutes les propriétés étaient pratiquement achetées pour l'aménagement du Parc de la Gatineau, ce qui constitue plus du quart de la Municipalité de Ste-Cécile de Masham en s'en tenant strictement au plan Richards d'embellissement.

"Cependant la C.D.F. est à étudier le coût supplémentaire des dépenses qui seraient occasionnées si le plan Gréber était utilisé pour fin d'aménagement du Parc de la Gatineau. Le plan Gréber incluerait plus de la moitié et voire même à peu près les deux tiers de la Paroisse de Ste-Cécile de Masham. Le secrétaire de la C.D.F. affirma que la poursuite de ce dernier plan s'avérerait trop dispendieuse et que la C.D.F. n'y donnerait pas suite, mais qu'elle s'en tiendrait strictement au plan Richards; ce qui assura la délégation qui protestait vivement contre la poursuite du plan Gréber.

"D'un autre côté, la Municipalité et la Commission scolaire de Ste-Cécile de Masham ne seront pas gratifiées d'octrois pour compenser les pertes de taxes d'avant 1951, vu qu'il n'y avait rien alors dans les statuts obligeant cette commission du district fédéral à rembourser les organisations locales précitées. Pour ce qui est du culte, la C.D.F. n'a prévu aucun dédommagement. Elle n'a pas non plus prévu, semble-t-il, la situation qui se complique pour l'avenir des organismes locaux.

"La C.D.F. n'a pas non plus étudié la question de la diminution d'évaluation municipale qui survient après qu'elle a acheté les fermes; cette différence d'évaluation est conséquence de la démolition des bâtisses de fermes et de

l'abandon à peu près complet de la culture de ces fermes acquises. Cette dévaluation municipale conduit automatiquement à une réduction d'octrois pour compenser aux taxes attachées auparavant à ces propriétés. M. Cram a pris note de ces faits pour étude future.

"En ce qui a trait à l'achat des propriétés nécessaires à la poursuite de leur projet, la C.D.F. n'a pas cru bon d'offrir une compensation plus généreuse ou tout au moins aussi généreuse que certaines compagnies qui achètent pour construire un barrage. Ces dernières compagnies, outre le fait de dédommager convenablement les propriétaires intéressés, construisent des édifices ou des barrages qui augmentent l'évaluation municipale de la région concernée, et par le fait augmentent les revenus basés sur la taxe foncière. De même en est-il pour les gratifications que la plupart de ces compagnies versent au Culte.

"La C.D.F. n'a pu faire mieux que de déplorer la situation lamentable de certain propriétaire, qui n'ayant pu obtenir suffisamment de la vente de sa terre à la C.D.F., fut obligé de se confier à la Municipalité pour pouvoir continuer à vivre en attendant sa pension de vieillesse. (Le cas de M. A. Philippe donne l'impression à tout le monde que les agents de la C.D.F. ont abusé de sa naïveté)

"La construction touristique autour des lacs acquis ne pourra pas se développer davantage, c'est ce qui ressort des affirmations de M. Cram. "Nous n'achetons pas de fermes agricoles", affirme ce dernier, bien qu'on lui faisait remarquer qu'il y en avait plusieurs qui avaient été achetées. On compte environ une trentaine de fermes où des familles ont déjà vécu du produit de leur terre, quoique plusieurs incluaient l'industrie forestière pour assurer un plus grand succès dans l'exploitation de leurs fermes.

"On a promis d'attirer l'attention de la C.D.F. sur le fléau des mauvaises herbes sur les fermes acquises par la Commission, fléau résultant de l'abandon de la culture de ces terrains cultivables, fléau qui constitue une menace pour l'exploitation de nombre de fermes avoisinantes.

"Enfin, on a promis que dans un avenir rapproché, quelqu'un du service d'information de la C.D.F. sera délégué pour montrer à notre population une projection cinématographique sur le District Fédéral tel que projeté, le tout sera servi en français pour notre population. (Commentaires ajoutés alors;)

"La délégation revint de son entrevue, plus convaincue que jamais, que l'intégrité du territoire de Ste-Cécile de Masham, inclus dans l'aménagement du Parc de la Gatineau, a été des plus entamée et que le programme de propagande se continue plus intensément que jamais, sans trop s'inquiéter des ennuis de ce qui adviendra à nos organisations locales par la réalisation du plan projeté."

Ce qui précède est conforme aux notes que j'avais prises alors comme secrétaire de la délégation, à l'exception des parenthèses que j'ai ajoutées.

Une des principales raisons, pour lesquelles la délégation de Masham fit des démarches à cette époque-là, fut que des plans étaient en voie d'exécution pour finir l'Eglise de Ste-Cécile de Masham, mais que les organismes paroissiaux s'inquiétaient de ces dépenses au coût approximatif de \$65,000.00 si le territoire de Ste-Cécile de Masham serait violé, qu'on ne pourrait justifier une telle dépense. De même en était-il aussi pour certains autres projets locaux et de l'orientation future de la localité.

J. Matte, sec.-trés.

XXIV—Acquisitions des propriétés par la C.D.F. pour réaliser le parc national de la Gatineau:

(1) Barème basé sur l'évaluation municipale et la valeur réelle totale.

Je ne crois pas que ce serait un bon principe que de faire un relevé (au bureau d'enregistrement du comté) des prix payés par des particuliers pour



les propriétés achetées dans les municipalités intéressées dans le Parc, ou plus précisément les municipalités dans les limites du Parc, et ceci pour fin de comparaison avec les prix payés à la même époque par la C.D.F.

Dans la plupart de ces municipalités, ce fut la C.D.F. qui fut le gros acheteur et le barème de comparaison des acheteurs particuliers ne donnerait pas une juste idée, d'autant plus que la plupart du temps les propriétés n'ont pas égales valeurs entre elles. Pour cette raison, il me semble que rien ne serait plus juste que de se servir de l'évaluation municipale en vigueur dans chacune de ces municipalités, pour déterminer la valeur des dédommagements accordés aux anciens propriétaires.

Chaque municipalité possède ses évaluateurs assermentés qui ont passé faire leurs estimés sur chaque propriété de leur municipalité. Après ce travail, ils ont fait un rôle d'évaluation; ce rôle d'évaluation a été mis en vigueur après un avis d'au moins trente jours, avis stipulant qu'il serait examiné, tous les propriétaires concernés ayant le droit de le consulter et de faire des représentations légales nécessaires si le rôle préparé ne donne pas le même barème d'égalité des valeurs selon les valeurs réelles évaluées, en comparaison de toutes les propriétés de ladite municipalité.

Le barème de la valeur réelle utilisée représente un certain pourcentage de la valeur réelle, pourcentage qui varie souvent d'une municipalité à l'autre. Mais les évaluateurs et le conseil municipal sont la plupart du temps en position pour affirmer par exemple que le barème d'évaluation utilisé représente tel pourcentage de la valeur réelle.

Disons par exemple que dans Ste-Cécile de Masham, ce barème est reconnu par les évaluateurs comme se rapprochant le plus équitablement du tiers de la valeur réelle. L'œil et l'appréciation humains constatent et évaluent le plus équitablement possible selon un système de zonage et de commodités offertes aux différents propriétaires. Les évaluateurs disent qu'ils se sont tenus entre les limites de 25% et 35% de la valeur réelle dans leur barème d'évaluation, pour une moyenne de 33% de la valeur réelle.

## 2—Barème basé sur la valeur de remplacement.

Dans l'acquisition des propriétés pour fin de poursuivre le projet du parc de la Gatineau, on a affaire avec toutes sortes de propriétaires. Il y a des propriétaires dont la valeur réelle convient à leur propriété, parce que par exemple ils ont l'intention de vendre, ou encore ils travaillent en ville, ou sont trop vieux et veulent abandonner ou veulent vendre leurs propriétés, ou encore pour une multitude d'autres raisons. Pour la plupart de ces propriétaires le barème basé sur la valeur réelle fait leur affaire et répond à leurs besoins.

Cependant il existe une autre classe de propriétaires, dont le barème basé sur la valeur réelle ne leur conviendra pas, il leur faudra un nouveau barème tenant compte, en plus de la valeur réelle, de la valeur de remplacement. Des exemples sont le meilleur moyen d'illustrer ce point de vue. Disons par exemple que certain fermier qui a une valeur réelle maximum de \$7,000.00, valeur estimée à ce montant soit parce qu'il est loin de centre, ou que sa terre est pauvre, ou encore que ses bâtisses ont besoin de réparation, mais par contre ce fermier est un économiste et il vit avec les produits de sa terre. Ce même fermier, (est un) se trouvant dans les limites du parc de la Gatineau sera obligé de déménager par l'établissement du parc, d'un autre côté ce fermier qui est en bonne santé et a de la main d'œuvre familiale disponible désire continuer cultiver ou exploiter une ferme parce que c'est la seule profession qu'il connaît. Ce fermier ne veut pas vendre, parce qu'il n'aura plus les moyens de s'acheter quelque ferme convenable et en plus de payer les frais de dédommagements. S'il vend, c'est entendu qu'il vend pour avoir mieux, autrement il aime mieux conserver l'héritage qu'il possède actuellement, faute de mieux.

Le même principe est applicable dans une foule d'autres exemples concrets qui pourraient être cités. Tenant compte de ces facteurs, ceci nous permet mieux d'établir un terme de comparaison se rapprochant très près de la vérité dans l'échelle des valeurs estimées pour fin d'acquisition par la C.D.F. pour réaliser le Parc national de la Gatineau.

### 3—*Situation actuelle du barème utilisé.*

Me basant sur l'année 1948, j'ai déjà établi, que la moyenne payée dans Ste-Cécile de Masham, pour les fermes, était deux fois plus élevée que l'évaluation municipale; cependant, cette moyenne ne correspondrait pas à la valeur réelle.

J'ai également établi que la moyenne payée par la C.D.F. la même année, pour les campements d'été achetés au lac Philippe était cinq fois et demi supérieure à l'évaluation municipale. Il en découle que les fermiers résidents n'ont certainement pas reçu à cette époque ce que la C.D.F. accordait aux villégiateurs.

Il serait très intéressant de connaître le barème d'évaluation des autres municipalités incluses dans le projet du parc et d'établir la comparaison des prix payés par la C.D.F. à ces divers propriétaires. Je suis porté à croire qu'un certain favoritisme s'est exercé par la C.D.F. dans leurs achats, favoritisme envers certaines classes de propriétaires.

Il serait intéressant par exemple de savoir les prix payés dans Hull-Ouest, Eardley, Hull-Sud et Onslow en comparaison du barème d'évaluation de ces municipalités et aussi de celui utilisé à Ste-Cécile de Masham. Ces chiffres que la C.D.F. devrait exhiber permettraient mieux aux membres du Comité parlementaire d'établir les comparaisons opportunes dans leur enquête ou leur revue du travail accompli par cette Commission du Parlement fédéral.

Il serait aussi intéressant de connaître si la C.D.F. prendra les mesures nécessaires pour rectifier cet état de chose afin de placer tous les anciens propriétaires passés dans les mêmes conditions de traitement et aussi pour établir une échelle équitable de compensation à l'avenir, et cela pour toutes les municipalités et pour tous les propriétaires de terrains dans les limites du Parc projeté.

Il serait encore intéressant de comparer ces divers barèmes payés avec ceux que la cour de l'échiquier accorde dans les cas d'expropriation, en comparaison des évaluations municipales des propriétés expropriées.

### 4—*Conseil municipal régional suggéré:*

#### a) *Son travail par l'intermédiaire des municipalités-membres.*

A ce stage de ce exposé, je me demande s'il ne serait pas à propos de créer un conseil municipal de toutes ces municipalités, conseil qui surveillerait et dirigerait les achats de propriétés. Ce conseil(se) recommanderait les prix à payer pour chaque propriété et les municipalités seraient chargées par ce conseil d'opérer les transactions et d'exproprier s'il est nécessaire.

Les municipalités exproprieraient pour ce Conseil et participeraient davantage au travail de la C.D.F.

#### b) *Système démocratique devant aider à solutionner la représentation proportionnelle au sein de la C.D.F.*

Je croirais que ce système serait mieux que celui déjà proposé de donner ce droit à la C.D.F., droit que l'on veut demander à la Cour Suprême du Canada d'éclaircir. Le mode de procéder que je suggère serait plus démocratique, je crois, et serait plus populaire, parce qu'il serait accompli par les élus du peuple intéressé.

Cette façon de régler le problème aiderait grandement à en régler un autre en même temps, soit celui d'une représentation(qu) équitable au sein de la



C.D.F. et au sein de tous ses Comités. Les municipalités seraient l'instrument d'action de la C.D.F. et alors, elles ne pourraient plus revendiquer que leurs droits sont lésés, puisqu'elles participeraient intimement à la réalisation des projets élaborés.

La C.D.F. étant le gros propriétaire, les municipalités devraient pouvoir recevoir tous les octrois nécessaires afin de voir à la réalisation du plan directeur d'embellissement et devrait aussi recevoir tous les octrois nécessaires à l'établissement de tous leurs services municipaux, locaux et à la solution de leurs problèmes d'urbanisme et d'embellissement.

En effet, les budgets municipaux et l'imposition foncière ont augmenté graduellement et les municipalités ne reçoivent pas actuellement les revenus nécessaires pour régler leurs problèmes, et à plus forte raison pour opérer l'embellissement selon le plan directeur de monsieur Jacques Gréber.

D'un autre côté, si les municipalités recevaient les octrois correspondant à leurs besoins, je ne crois pas que toutes les objections qui s'élèvent sur leur expansion continueraient d'avoir leurs raisons d'être. La ville de Hull, par exemple, à mon avis, ne s'opposerait pas si fortement aux projets de la ceinture verte et ne travaillerait pas aussi fort pour son expansion industrielle si elle recevait tous les argents nécessaires à son administration et à sa prospérité, de même en serait-il pour toutes les autres municipalités dans le district de la capitale nationale, et dans le Parc de la Gatineau.

*XXV—Tableau illustrant l'augmentation du budget municipal depuis 1940.  
Commentaire sur tableau et sur difficultés municipales.*

Taux de l'imposition municipale incluant la taxe foncière et la taxe spéciale de chemin:

1940:	9 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1941:	9 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1942:	11 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1943:	11 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1944:	13 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1945:	13 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1946:	13 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1947:	13 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1948:	14.5 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1949:	15.5 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1950:	16 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1951:	16 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1952:	16 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1953:	17 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1954:	16 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1955:	17 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)
1956:	17 millièmes	(ou 0.90 sous du 100 dollars d'évaluation imposable)

Si les taux de l'imposition municipale ont presque doublé depuis 1940, on constate par ailleurs que l'évaluation municipale a aussi monté, sans qu'il y ait aucun nouveau service municipal d'inaugurer, à l'exception de l'acquisition d'une pompe remorque à incendie et d'un camion à incendie, mais le service des pompiers est volontaire, c'est-à-dire que c'est une association de pompiers volontaires qui en assure le service.

L'évaluation municipale imposable en 1942 était de \$447,550, alors qu'en 1955 cette évaluation passait à \$644,325.00 le montant d'imposition requis en 1942 était de \$4,923.05, alors que celui de 1955 était de \$11,597.85, sur un budget de \$19,010. La balance entre le montant d'imposition requis et le budget est compensée par l'apport des octrois, par exemple l'octroi de la C.D.F. pour la somme de \$1,658. et les octrois spéciaux, tels que les chemins d'hiver, etc...



Il faut aussi mentionner qu'en 1942, les chemins municipaux n'étaient pas tous entretenus pour la circulation des véhicules-moteurs en hiver, alors que maintenant pratiquement tous les chemins municipaux sont entretenus en hiver.

D'un autre côté, le volume de la circulation routière a tellement augmenté que malgré l'augmentation du budget local, ce budget ne peut suffire à répondre aux problèmes de l'entretien des chemins, sans envisager qu'il faut nécessairement songer à l'amélioration de ce système routier. Mais où prendre les argents nécessaires à cette fin?

Les revenus sous forme d'octroi du tiers de la municipalité possédée par la C.D.F. sont loin d'être suffisants pour résoudre ce problème. En 1942, cette partie de la municipalité, propriété de la C.D.F. apportait un revenu de l'ordre d'environ 15% des taxes perçues dans la municipalité, alors qu'en 1955, l'octroi reçu ne compensait que pour moins de 9% des taxes perçues, et aussi que l'évaluation municipale se trouvait par le fait même diminuée en correspondance.

#### XXVI—Tableau illustrant l'augmentation du budget scolaire depuis 1939-40.

##### COMMENTAIRES SUR TABLEAU ET SUR DIFFICULTÉS SCOLAIRES DE STE-CÉCILE DE MASHAM

Taux de l'imposition scolaire:

1939-40	5 millièmes
1940-41	5 "
1941-42	7 "
1942-43	8 "
1943-44	10 "
1944-45	13 "
1945-46	15 "
1946-47	15 "
1947-48	15 "
1948-49	15 "
1949-50	20 "
1950-51	25 "
1951-52	30 "
1952-53	25 "
1953-54	30 "
1954-55	25 "
1955-56	27 "

Les taux d'imposition ci-haut ne comprennent pas par ailleurs les rétributions mensuelles imposées ces dernières années, pour aider à diminuer cesdits taux d'imposition. Les taux d'imposition, selon le tableau, se sont multipliés par 5 et 6 fois.

Ce problème de source de revenus insuffisante n'est pas particulier à Masham, mais il se pose à Masham avec une acuité particulière. Les Commissaires d'écoles sont obligés de faire des prodiges d'économie pour boucler leur budget et pour maintenir ce budget aussi bas, quand on sait qu'il y a plus de 400 enfants qui fréquentent les écoles et que le rythme d'augmentation est maintenant à une cinquantaine d'enfants par année.

Qu'il me soit permis de comparer cette situation avec la situation de Masson, où il y a 300 enfants fréquentant les écoles, leur budget est de l'ordre de \$100,000 avec au moins un tiers de plus dans le nombre de classes disponibles. L'évaluation des contribuables et leur taux d'imposition sont loin d'avoir eu une échelle ascendante comme dans Masham, alors que la Cie MacLaren paye à elle seule environ 90% des argents imposés.

Ici, il faut voir avec quelle insistance Ste-Cécile de Masham désire l'industrie touristique se développer par la C.D.F. afin d'aider Masham à résoudre ses problèmes financiers. A l'analyse de la situation, il faut croire que c'est un besoin urgent d'établir un autre système financier dans la C.D.F. pour fin d'embellissement. Le terrain du parc, inclus dans Masham, comprend des beautés naturelles incomparables qu'il importe d'exploiter au profit de Masham.

## XXVII—A—Problèmes du Parc de la Gatineau dans Masham.

### A—Bref relevé de la situation pré-existante aux acquisitions de la C.D.F.

Je n'ai pas l'intention de faire un relevé comprenant tous les chiffres, les faits et les lacunes du passé, mais je veux simplement signaler le fait qu'antérieurement au projet du Parc de la Gatineau, cette partie de Masham comprenant le tiers des lots patentés de la municipalité, était restée inexploitée, puisque le tiers ne contribuait au budget municipal que dans une proportion de 15% en rapport avec le reste de la superficie de la Municipalité. Ce fait se passait avant la dernière guerre mondiale.

Cependant, il semblerait, d'après les anciens de la localité, qu'au début du siècle, cette partie de Masham représentait une des parties les plus importantes de cette localité et des générations entières y ont vécu avec des conditions financières normales pour ce temps-là, et cela, grâce à l'exploitation agricole, complétée par l'exploitation forestière. Dans ce temps-là, cette région contribuait au budget municipal dans une proportion de plus de 40% et même plus.

L'avènement de notre ère de progrès moderne avec la mécanisation a changé les conditions avantageuses de ce territoire en des conditions désavantageuses par rapport au système routier et par rapport aux moyens de communications. Le Chemin des lacs (via Lac Philippe) pour se rendre à Wright et à Bytown est devenu désuet, parce que trop long et trop difficile à reconstruire ou améliorer, selon mon opinion, alors qu'il se construisait une route du nord au sud le long de la rivière Gatineau. Une route Nord de la rivière La Pêche reliant Masham à cette nouvelle route s'est développée (1925-1929) et d'autant plus vite, que la compagnie McLauren exploitait un moulin à force hydraulique près de Wakefield. Ce moulin répondait à un besoin de l'exploitation agricole locale, de même que la ligne de chemin de fer passant par Wakefield justifiait aussi le développement des moyens de communications vers cet endroit.

Il faut aussi mentionner le fait que Ste-Cécile de Masham s'est aussi développé en suivant le parcours de la rivière La Pêche, qui se déverse dans la Gatineau à Wakefield. D'un autre côté, il ne faut pas oublier qu'il n'était pas question dans ces temps reculés du développement de l'industrie touristique.

Ces brèves constatations permettent de formuler une opinion par le fait qu'à la suite d'un brillant développement du territoire de Masham confiné au Parc, ce même territoire s'est trouvé subitement dans des conditions désavantageuses par rapport au développement nouveau et à l'orientation du système de communications.

Si ce territoire de Masham, confiné au Parc, perdait de la valeur municipale, un autre facteur est venu s'ajouter dans le sens de lui donner une importance plus grande dans l'augmentation de la valeur réelle. Ce fut le projet d'un district de la capitale nationale; district devant inclure le Parc national de la Gatineau. Ce territoire ayant une très grande valeur de beautés naturelles, à proximité de la capitale, était destiné à un développement touristique éventuel encore inévalué ou inestimé.

## PRÉVISIONS FUTURES

*B—Situation actuelle avec les compensations actuelles de la C.D.F.*

Si l'exploitation des beautés naturelles prend de plus en plus de valeur dans la région d'une capitale majeure. L'évaluation de ces beautés naturelles pour fin d'imposition et d'aide à la localité a pris une tournure rétrograde, par le fait que la C.D.F. est un organisme gouvernemental non imposable, n'ayant à peu près donné aucune compensation à la localité de 1940-51, et aujourd'hui donnant une compensation sur une évaluation actuelle d'une propriété contenant une valeur immobilière réduite à sa plus simple expression. La preuve de ses faits se trouve au chapitre des facteurs analysant les compensations reçues pour les pertes subies (municipales).

Ici, à mon avis, il faut analyser la situation et essayer d'y remédier pour le plus grand bien de cette localité.

*Système de compensation améliorée.*

J'ai suggéré l'exploitation touristique avec système d'hôtellerie moderne et de construction touristique d'une grande valeur immobilière imposable ou un système d'octrois fédéraux correspondants aux besoins locaux, proportionnellement aux besoins locaux et proportionnellement aux conditions naturelles de développement de ce territoire situé à proximité de la capitale avec l'essor qu'il aurait normalement été en droit d'attendre.

J'ai aussi exposé brièvement dans les tableaux d'imposition municipale et scolaire, qu'actuellement le système de taxation et les revenus perçus des contribuables locaux étaient insuffisants et que ces contribuables étaient taxés près de la limite imposable, sinon plus que la limite imposable. Il est inutile de songer à mon sens au travail d'embellissement de notre région en comptant sur les revenus actuels des organismes locaux, de même en est-il pour solutionner le problème d'urbanisation.

Les remèdes ou les solutions à ces problèmes devront donc dépendre en grande partie du développement du Parc de la Gatineau et des argents que la C.D.F. pourra octroyer pour arriver à ces fins.

J'ai aussi suggéré un système de compensation pour les terrains achetés particuliers basé sur la valeur réelle de ces propriétés, valeur réelle dont on trouvera utile et nécessaire de considérer le barème de l'évaluation municipale en vigueur, et basé aussi sur la valeur de remplacement.

(3) *Quelques points pouvant laisser entrevoir un avenir brillant avec la coopération de la C.D.F.* et je dois ajouter que Masham désire coopérer avec la C.D.F. pour son développement harmonieux.

La coopération escomptée entre ces organismes sera de nature à permettre à la municipalité de se développer en harmonie avec le plan directeur de la capitale nationale, à condition que Masham reçoive un système de compensation lui permettant de réaliser ce dit développement.

Laissons de côté la question de services municipaux et de commission scolaire pour envisager aussi le développement local dans le commerce, la construction domiciliaire résidentielle et touristique, et aussi agricole.

Là encore, j'entrevois des courants d'opinion publique locale pouvant laisser entrevoir un avenir brillant et harmonieux. Déjà, certains organismes locaux font certaines études de façon à envisager l'ouverture de nouvelles rues autour du centre paroissial. Certaines études se font aussi aux cercles de l'U.C.C. et des Fermières en rapport avec l'amélioration de l'industrie agricole ou horticole. En effet, on constate par exemple que le marché local est envahi par des laiteries de la capitale; une laiterie à elle seule vendrait dans la saison estivale pour une moyenne de 2,000 pintes de lait par jour dans la région, alors qu'aucun cultivateur de l'endroit ne fournit de lait à cette laiterie. Cette augmentation locale va s'accroître davantage dans l'avenir en relation avec le développement local anticipé; développement domiciliaire, et touristique. Si l'éveil de



L'opinion publique est assez fort, il semble que la classe agricole augmentera la valeur de son exploitation en ayant un marché local pouvant absorber sa production.

L'opinion publique réclame déjà l'augmentation de l'industrie touristique comme industrie naturelle de la localité, industrie répondant à ce que la localité peut offrir en frais de beautés naturelles, répondant aussi à son site privilégié d'être dans le voisinage de la capitale nationale et enfin d'être dans le district de la capitale nationale selon le plan Gréber projeté.

De tout ce qui précède, je crois qu'il est permis d'envisager un brillant avenir en escomptant la coopération entre les organismes municipaux et la C.D.F., coopération devant toutefois se faire moyennant certaines conditions de compensation améliorée et suffisante pour répondre aux besoins.

### RÉPONSE À LA PLUS GROSSE OBJECTION À MON EXPOSÉ

Cette objection est courante par les agents de la C.D.F. et s'est répandue chez une bonne partie de la population de Masham.

Cette objection se résume ainsi: les gens veulent vendre au parc.

La chose est vraie du point de vue des contribuables, parce que leurs taxes sont trop élevées et à ce sujet je vous réfère au tableau des impositions municipales et scolaires. Les agents essaient d'un autre côté de prouver que les gens sont condamnés à un état rétrograde de développement, état destiné à les vouer à un échec irrémédiable de sous-développement local et de dettes futures les réduisant à la plus grande des misères.

La réponse à ces objections très sérieuses se trouve à l'article XXVII: Conditions préexistantes, conditions actuelles avec compensation actuelle de la C.D.F. mais aussi les points permettant d'envisager un brillant avenir. Cependant on pourra toujours trouver des exceptions ou des cas particuliers pour confirmer ces observations d'ordre général.

Réponse aux questions posées le 11 mai 1956 par les membres du Comité parlementaire conjoint, à la suite du Mémoire présenté par le Conseil métropolitain de l'Ouest du Québec et information additionnelle ré: situation actuelle à Ste-Cécile de Masham et dans le Parc de la Gatineau. Suggestions.

### SOMMAIRE

- I—Explication des circonstances du Mémoire déjà présenté. Sens donné par l'auteur ou les auteurs concernés sur les questions demandées, lors de la préparation même du Mémoire. Explication des textes mêmes. (Pages 1, 2)
- II—Première question posée: distinction à faire. (Pages 2, 3, 4)
  - A—Octroi reçu de la C.D.F. représente les taxes de l'évaluation actuelle.
  - B—Octroi de la C.D.F. ne représente pas les taxes perdues:
    - 1—Bâtisses démolies ne sont pas évaluées par la municipalité. Tableau documentaire.
    - (2) Évaluation de bâtisses démolies est contraire au Code municipal.
    - (3) Pas de ré-évaluation municipale des propriétés de la C.D.F. avant 1953. Comme la C.D.F. ne payait pas d'octrois avant 1951, la municipalité trouvait injustifiée la ré-évaluation régulière de 1940-1951 de ces propriétés non imposables, parce que dépenses municipales superflues.
- III—Pertes de 1940-1951 ne peuvent être évaluées exactement pour les raisons suivantes: (Pages 4, 5, 6.)
  - 1—Pas de ré-évaluation municipale des propriétés de la C.D.F. de 1938-1953.

2—Changement de l'évaluation municipale avec le changement du barème de la valeur réelle durant la période mentionnée.

3—Facteur modifiant le total de la perte mentionnée. Tableau produit.

IV—Facteur "développement" doit conditionner l'évaluation des pertes subies. (Pages 6, 7, 8)

(1) Aucun développement industriel, touristique ou non, permis à date dans le Parc. Régression de la valeur immobilière dans le Parc.

(2) Développement touristique à l'extérieur du Parc.

(3) Constatations et demandes d'industries touristiques par Masham. Raisons de ces demandes.

V—Réponse à l'affirmation de Monsieur Hay lors de la présentation du Mémoire du Conseil métropolitain: le barème de l'évaluation municipale est égal pour toutes les propriétés de Ste-Cécile de Masham depuis 1953, que ce soit la propriété de la C.D.F. ou non. Il n'y a pas de barème spécialement augmenté pour les propriétés de la C.D.F. pour fin d'octrois plus considérables. (Voir pages 8, 9)

VI—Pressions exercées dans les acquisitions de la C.D.F. (Voir pages 9, 10, 11)

VII—Cas particulièrement triste signalé "Château Philippe". (Voir page 11)

VIII—Délégation de Ste-Cécile de Masham à la C.D.F. le 25 janvier 1954. Questions posées: (Voir pages 11, 12, 13)

(1) Terres arables—réponse: Plan Richards.

(2) Cas Philippe.

(3) Situation inexplicable en comparant le but du plan Gréber, exposé à la page 14 du rapport général 1950.

IX—Situation du Parc de la Gatineau. (Voir pages 13, 14)

X—Réponse au sujet des taxes des propriétés louées par la C.D.F.: pas de règlement municipal imposant une taxe de locataire. (Voir page 14)

XI—Renseignements limités au sujet des acquisitions des années 1955-1956 dans Masham. Situation. (Voir pages 14-15)

XII—Questions intéressant certaines situations non éclaircies. (Voir pages 15, 16)

XIII—Amender le système actuel de compensation: (Voir pages 16, 17, 18)

(1) Comparaison du Parc à la ceinture verte.

(2) Tenir compte de l'expansion libre des municipalités:

a) Si District fédéral à l'image du district de Washington.

b) Si District de la capitale nationale.

(3) Développement municipal paralysé par la C.D.F.

(4) Municipalités lésées à date.

XIV—Ré-ajustement dans le système de compensation:

A—Par construction d'hôtels touristiques.

B—Exemple de compensation par les industries dans d'autres localités.

C—C.D.F. plus préoccupée à date par les achats de terrains que par l'amélioration même de ces terrains.

D—Développement touristique a été négligé. (Voir pages 18, 19, 20)

XV—Embellissement négligé dans la section de Masham appartenant à la C.D.F. (Voir pages 20 et 21)

1—Château Philippe déjà cité.

2—Dépotoir municipal de Wakefield sur la propriété de la C.D.F., du parc en contravention des lois provinciales et municipales.

- XVI—Embellissement devrait procéder au même degré que les acquisitions:  
 A—Payer plus les particuliers pour leurs propriétés afin qu'ils puissent se rebâtir en embellissant.  
 B—Les municipalités seraient alors en meilleure position pour adopter des règlements municipaux d'embellissement, de construction et de zonage. (Voir page 21)
- XVII—Ce ne sera pas un district fédéral à l'image du district Columbia de Washington si l'on en juge par la façon lente de procéder. (Voir page 21)
- XVIII—Les expropriations permises à la C.D.F. seraient dangereuses si l'on en juge par les achats effectués à date dans la région du parc. (Voir pages 21 et 22)
- XIX—URBANISME vs FINANCE. (Voir pages 22, 23)  
 1—Les problèmes financiers des municipalités indiqueront l'attitude du Conseil Métropolitain en face des problèmes suscités par la C.D.F.  
 2—Cas où ce serait une entreprise commerciale qui serait le gros propriétaire. Exemple.  
 3—C.D.F., gros propriétaire, devrait octroyer des finances proportionnellement aux problèmes des municipalités concernées (services municipaux, ponts, passages à niveau, pollution des eaux, embellissement, etc....)  
 4—Modalité de compensation:  
 a) Par industrie touristique,  
 b) Ou par octrois correspondants aux besoins municipaux et locaux.  
 5—Conditions pour poursuivre le programme d'embellissement.  
 6—Grave lacune de n'avoir suffisamment prévu les problèmes financiers locaux.
- XX—Tableau des octrois de la C.D.F. à la municipalité de Ste-Cécile de Masham et Commentaires. (Voir page 24)
- XXI—Tableau des octrois de la C.D.F. à la commission scolaire de Ste-Cécile de Masham et commentaires. (Voir page 25)
- XXII—Texte de la lettre de Masham à la C.D.F. re: demande d'hôtel touristique. (Voir pages 26, 27, 28)
- XXIII—Rapport du secrétaire de la délégation de Ste-Cécile de Masham à la C.D.F. le 25 janvier 1954 re: Inquiétudes de Masham, occasionnées par le projet d'aménagement du parc de la Gatineau et des conséquences de ce projet. (Voir pages 29, 30, 31)
- XXIV—ACQUISITIONS DES PROPRIÉTÉS PAR LA C.D.F. POUR RÉALISER LE PARC NATIONAL DE LA GATINEAU: (Voir pages 31, 32, 34)  
 (1) Barème basé sur l'évaluation municipale et la valeur réelle totale.  
 (2) Barème basé sur la valeur de remplacement.  
 (3) Situation actuelle du barème utilisé.  
 4—Conseil municipal régional suggéré:  
 a) Son travail par l'intermédiaire des municipalités-membres.  
 b) Système démocratique devant aider à solutionner la représentation proportionnelle au sein de la C.D.F.
- XXV—Tableau illustrant l'augmentation du budget municipal de Ste-Cécile de Masham depuis 1940. Commentaires sur tableau et sur difficultés municipales. (Voir pages 32, 33, 35, 36, 37)
- XXVI—Tableau illustrant l'augmentation du budget scolaire depuis 1939-1940. Commentaires sur tableau et sur difficultés scolaires de Ste-Cécile de Masham. (Voir pages 37, 38)



XXVII—PROBLÈME DU PARC DE LA GATINEAU DANS MASHAM. (Voir pages 38, 39, 40, 41, 42)

A—Bref relevé de la situation pré-existante aux acquisitions de la C.D.F.

B—Situation actuelle avec les compensations actuelles de la C.D.F.

C—Prévisions futures:

1—Avec le système de compensation actuelle.

2—Avec un système de compensation améliorée suggérée.

3—Quelques points pouvant laisser entrevoir un avenir brillant avec la C.D.F.

XXVIII—Conclusion: Il y aura une foule d'autres renseignements et tableaux qui pourraient être faits, mais ce serait un travail très laborieux et même trop pour un travail bénévole.

J. MATTE,  
*Secrétaire-Trésorier.*

Addendum follows





# ADDENDUM

METROPOLITAN AREA ADMINISTRATIVE BOUNDARIES



### No. 1—METROPOLITAN AREA ADMINISTRATIVE BOUNDARIES

The National Capital District, shown by the black line, as defined by P.C. 5635, Aug. 16, 1945, embraces 900 square miles of which about  $\frac{2}{3}$  lies in the Province of Quebec and the remainder in Ontario. The Ontario section includes, in all or in part, 8 separate municipalities and the Quebec section 22. Ten of these municipalities are urban and the balance are rural in character. The topography of the National Capital District is varied and interesting and includes four major rivers, many water falls and rapids, six large lakes and numerous small ones.

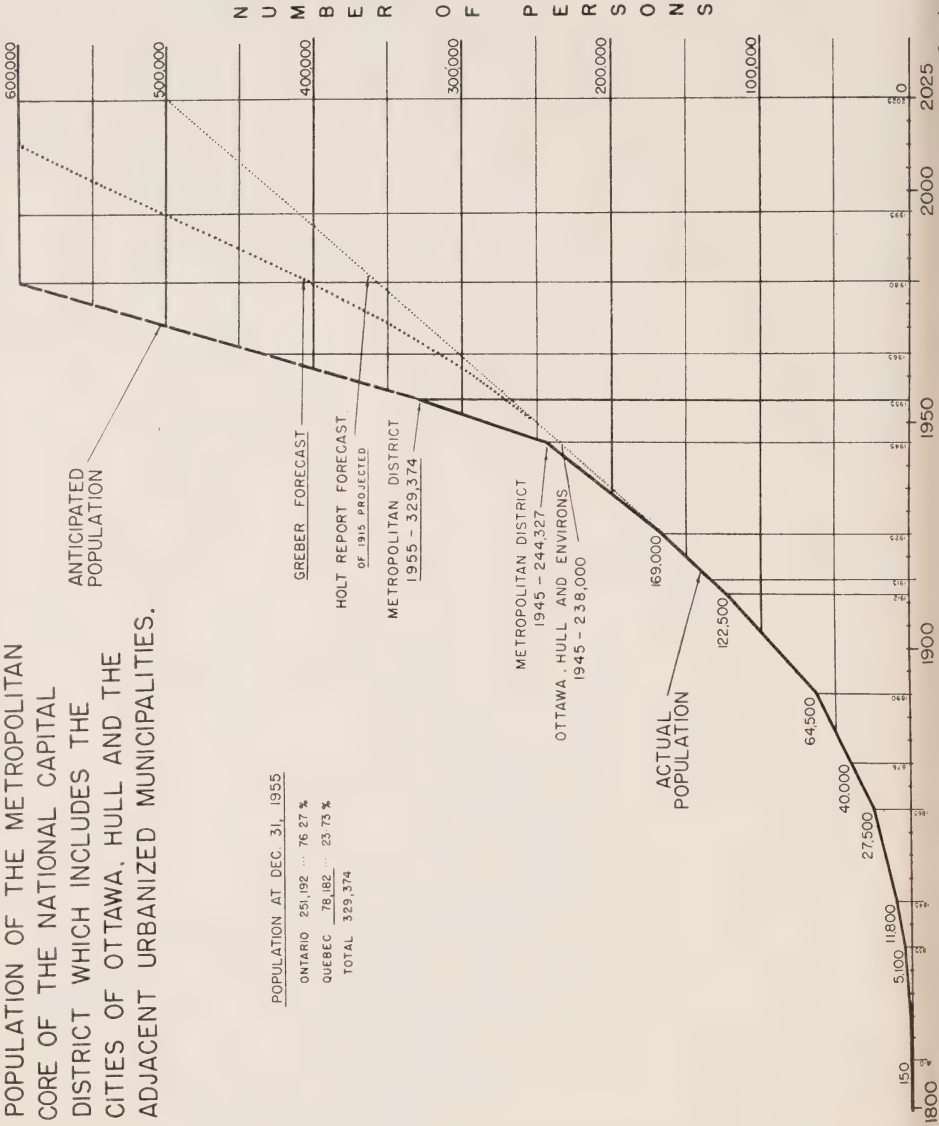


POPULATION GROWTH AND FORECAST

POPULATION OF THE METROPOLITAN  
CORE OF THE NATIONAL CAPITAL  
DISTRICT WHICH INCLUDES THE  
CITIES OF OTTAWA, HULL AND THE  
ADJACENT URBANIZED MUNICIPALITIES.

POPULATION AT DEC. 31, 1955

ONTARIO	251,192	76.27 %
QUEBEC	78,182	23.73 %
TOTAL	329,374	



### No. 1A—POPULATION GROWTH AND FORECAST

This population chart, compiled in 1955, is based on the population located within a ten-mile radius of the Parliament Buildings, which includes all the urban and suburban municipalities. The actual population from 1800 to the end of 1955 is indicated by the solid line. The broken line indicates the anticipated population which may reach 600,000 persons by 1980. At Dec. 31, 1955 the total population was 329,374, of which 251,192, or 76½ per cent, were resident in Ontario and 78,182, or 23¾ per cent were resident in the Province of Quebec. In 1945 the total population was 244,327. Thus, in the ten-year period the growth amounted to 85,047, or 35 per cent. The dotted line indicates the forecast made in 1947. It is significant that the 1955 population of 329,000 according to this forecast would not have been reached before 1967. Accordingly, in order to cope with this very large increase, it would seem desirable to advance the rate of development of projects recommended by the Master Plan. This extraordinary increase is occurring in many Canadian cities.





## No. 2—BUILT UP AREAS AND FEDERAL HOLDINGS 1954-1955

This plan indicates the physical expansion of the urban portions of the National Capital. The light grey at the centre of the sheet indicates the built-up areas as of 1945, (9,574 acres); and the dark tone surrounding it indicates the increase between 1945 and 1955, (9,695 acres). Thus, the built-up area has more than doubled in the last ten years to house a 35 per cent increase in population. This results from a greater percentage of single family homes on larger lots; larger industrial and commercial sites required by one-storey plants, employee parking facilities and the provision for future expansion; and the migration of families from multiple dwellings in the central area to single-family homes in the fringes.

The amount of migration from the central core to the fringes in the City of Ottawa has been analyzed. The total population increase throughout the City of Ottawa amounted to 67,800 persons but the central core lost 14,200 persons. Thus, the movement to the new housing areas comprised about 82,000 persons in the ten-year period. The hatched areas comprise 1946 acres and consist of golf clubs, cemeteries, private institutions and allied uses. These have been excluded from both the 1945 and 1955 figures.

Federally-owned lands, which are included as part of the light and dark tones, at Dec. 1945 comprised 4,177 acres. The acquisitions between 1945 and 1955 amounted to 14,311 acres. This increase appears high but results from the federal government's policy of buying land for future requirements in advance of actual need.

SCHOOLS AND CHURCHES 1945 AND 1955

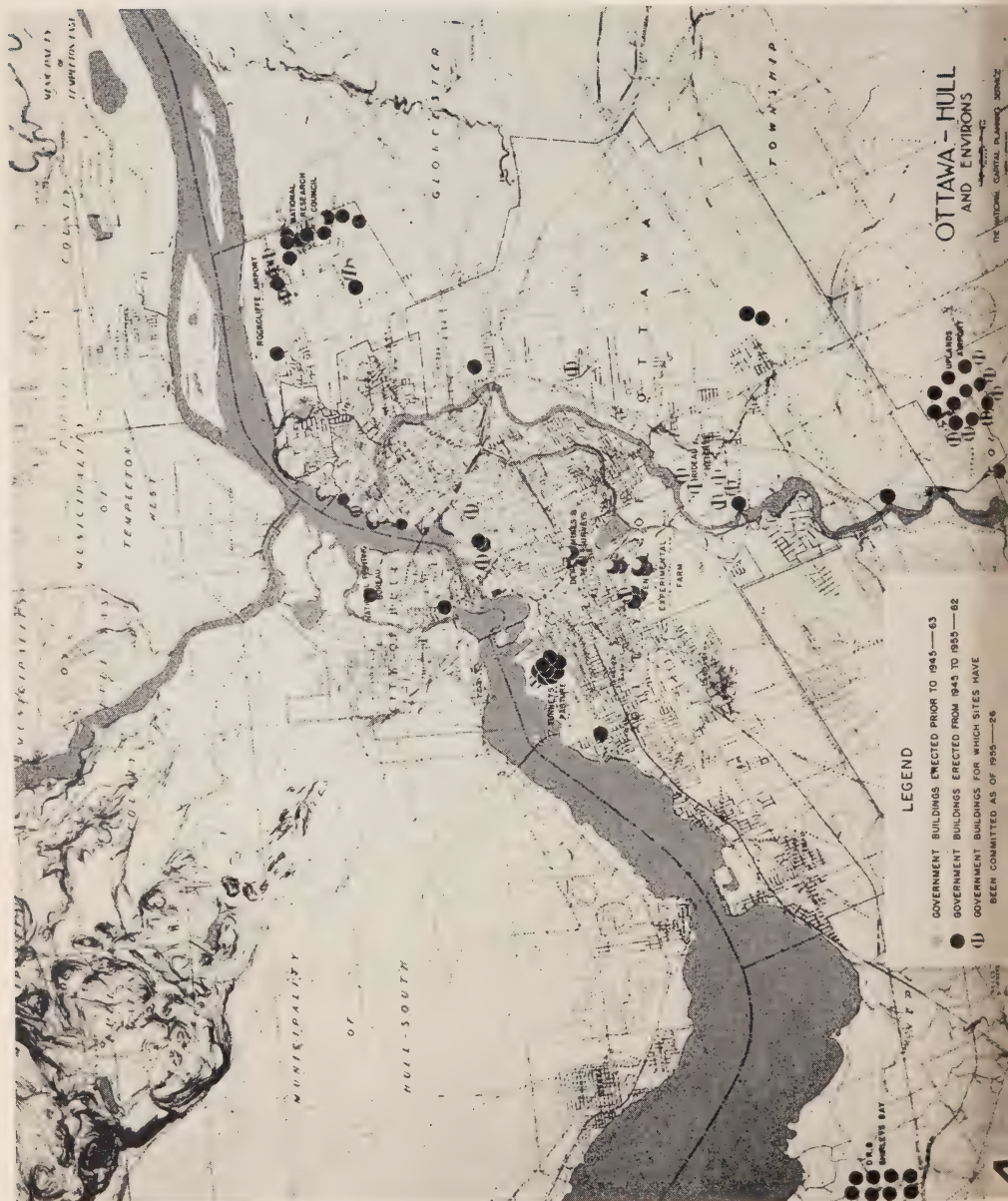


**No. 3—SCHOOLS AND CHURCHES 1945 and 1955**

The light circles indicate schools which existed prior to 1945, whereas the black circles indicate schools which were built after 1945. Additions to schools are indicated by circles part light and part dark. The churches which existed in 1945 are shown by small crosses and those built since 1945 are indicated by larger crosses. It is noted that much new building is in the areas of recent development.



# GOVERNMENT BUILDINGS 1945 AND 1955



**No. 4—GOVERNMENT BUILDINGS 1945 and 1955**

Government buildings which were in existence in 1945 were generally located in the downtown areas. Those erected between 1945 and 1955 are shown by black circles. The striped circles indicate building sites designated for buildings to be erected in the near future.

## FEDERAL AND F.D.C. PROPERTY ACQUISITIONS TO 1949





**No. 5—FEDERAL AND F.D.C. PROPERTY ACQUISITIONS TO 1949**

The land indicated by the light tone was owned by the federal government and F.D.C. in 1945, and the acquisitions to the end of 1949 are shown in the dark tone.

## FEDERAL AND F.D.C. PROPERTY ACQUISITIONS TO 1952



**No. 6—FEDERAL AND F.D.C. PROPERTY ACQUISITIONS TO 1952**

The land indicated by the light tone was owned by the federal government and the F.D.C. in 1949 and the acquisitions to the end of 1952 are shown in the dark tone.





#### No. 7—FEDERAL AND F.D.C. PROPERTY ACQUISITIONS TO 1955

The land indicated by the light tone was owned by the federal government and the F.D.C. in 1952 and the acquisitions to the end of 1955 are shown in the dark tone. It will be noted that the federal holdings at the end of 1955 indicate that the framework for proposals in the Plan for the National Capital is definitely established. As of Dec. 31, 1955 (excluding Gatineau Park) 1,085 individual parcels of land were purchased or expropriated by the F.D.C. and payment has been made to 83 per cent of the owners. Of its expropriations prior to 1954, only seven per cent have still to be settled.

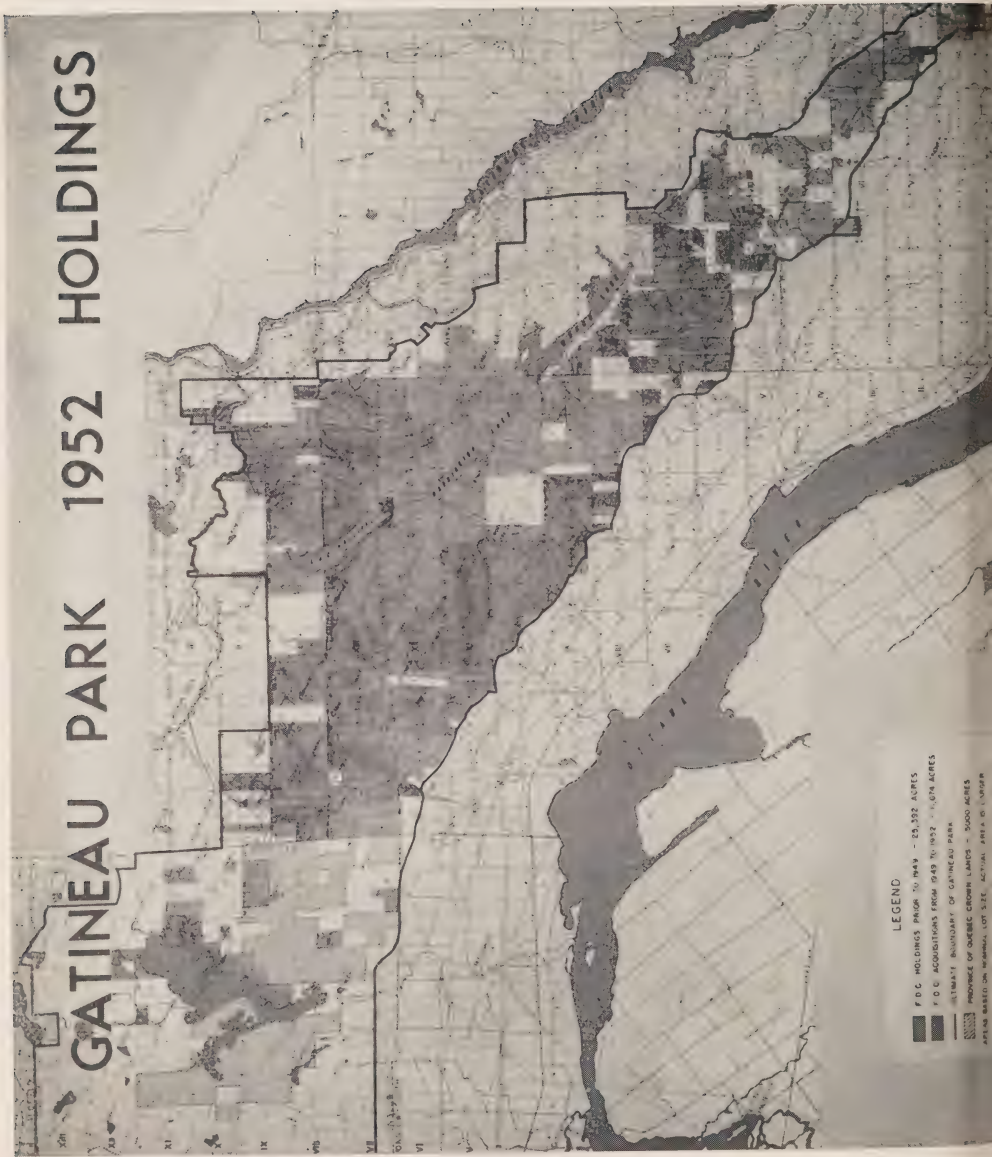
# GATINEAU PARK 1949 HOLDINGS





**No. 8—GATINEAU PARK 1949 HOLDINGS**

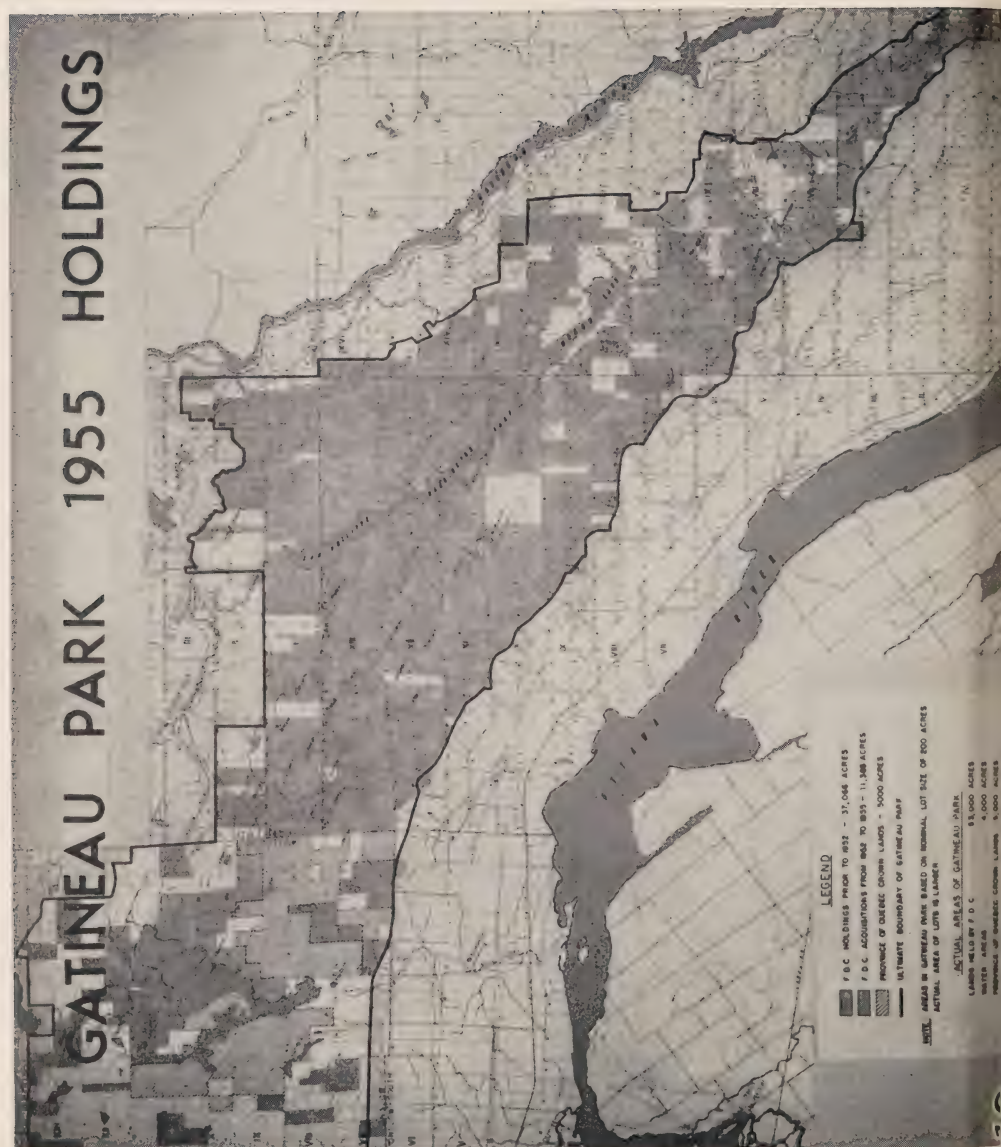
The light tone indicates property which was held by the F.D.C. at the end of 1949. The black lines indicate the ultimate boundary of the park which includes within its limits Philippe, Harrington, Meach and La Pêche Lakes. The light hatching indicates lands presently held by the government of the Province of Quebec.



**No. 9—GATINEAU PARK 1952 HOLDINGS**

The light tone indicates property held by the F.D.C. at the end of 1952. In the preceding three years 11,674 acres were acquired.

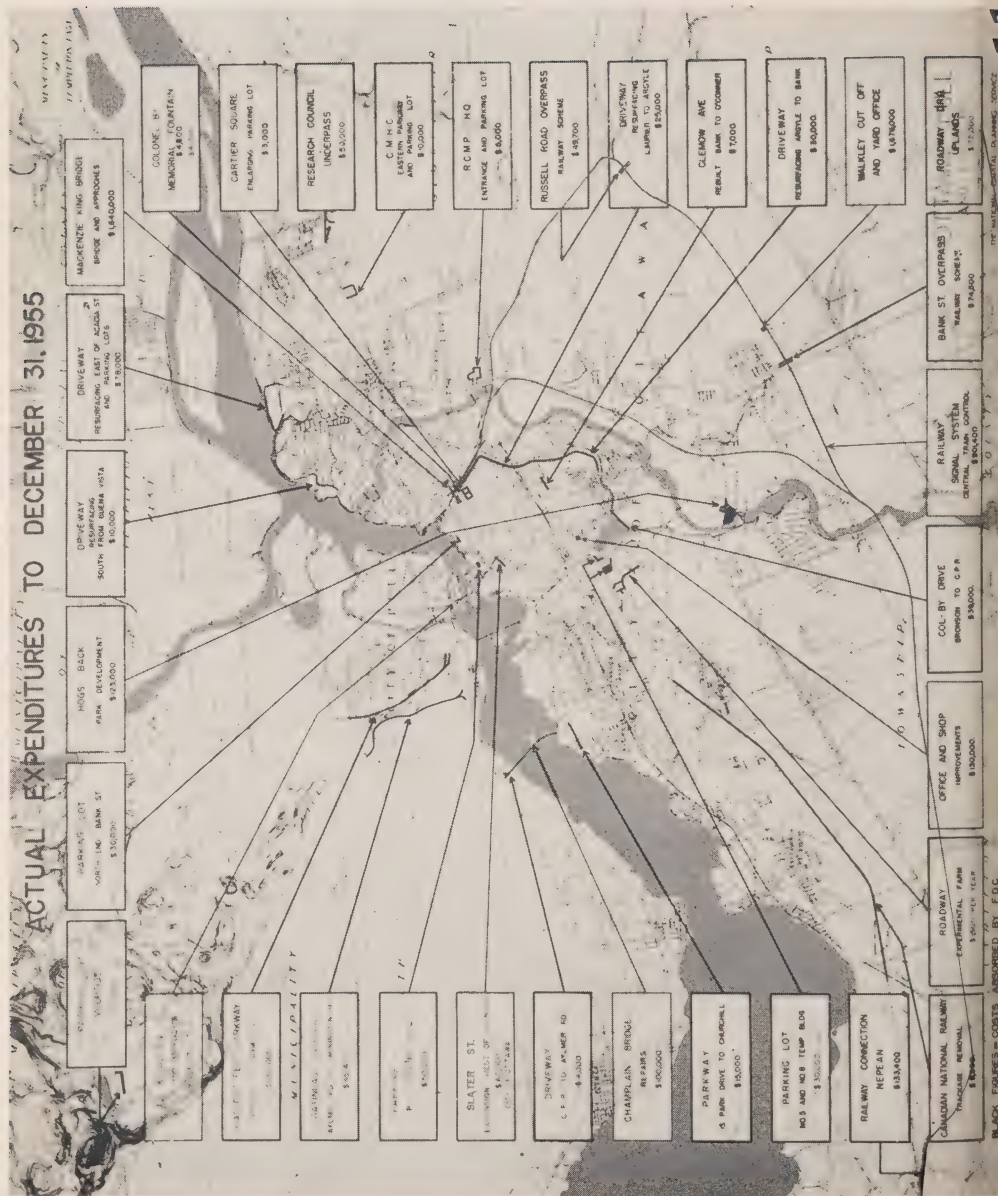




**No. 10—GATINEAU PARK 1955 HOLDINGS**

The light tone indicates property held by the F.D.C. at the end of 1955. It has been the Commission's policy to concentrate its purchases in specific areas each year instead of buying sporadically. Provided that the Province of Quebec Crown lands do not get into the hands of a third party, there now remains about 11,500 acres in private ownership which is yet to be acquired—less than 15% of the total park area. Since this map was prepared some 700 acres have been acquired from various owners along the high ground between the large square in the centre of the chart (which is owned by the E. B. Eddy Company) and Pink Lake.

ACTUAL EXPENDITURES TO DECEMBER 31, 1955





### No. 11—FEDERAL DISTRICT COMMISSION MAJOR CONSTRUCTION PROJECTS

This plan shows the 32 most important projects undertaken by the Commission's construction and railway branches since 1945 and the costs of such construction. Many of these items were carried out at the expense of other federal departments or agencies such as Department of Public Works, National Research Council and Central Mortgage and Housing Corporation.

The largest single item was the erection of the Mackenzie King Bridge. Of equal importance was the construction of the Walkley cut-off railway line and the construction of its ancillary features, such as the over-passes of Bank street and the Russell Road and the Construction of the yard office. As well, the Commission was responsible for the installation of the Central Train Control System, whereby it will be possible to control all railway movements from a central office. The chart also shows the locations of the three portions of the Parkway construction, being the Lac des Fees Parkway, a portion of the Gatineau Parkway and a small strip connecting Churchill avenue to Island Park Drive.

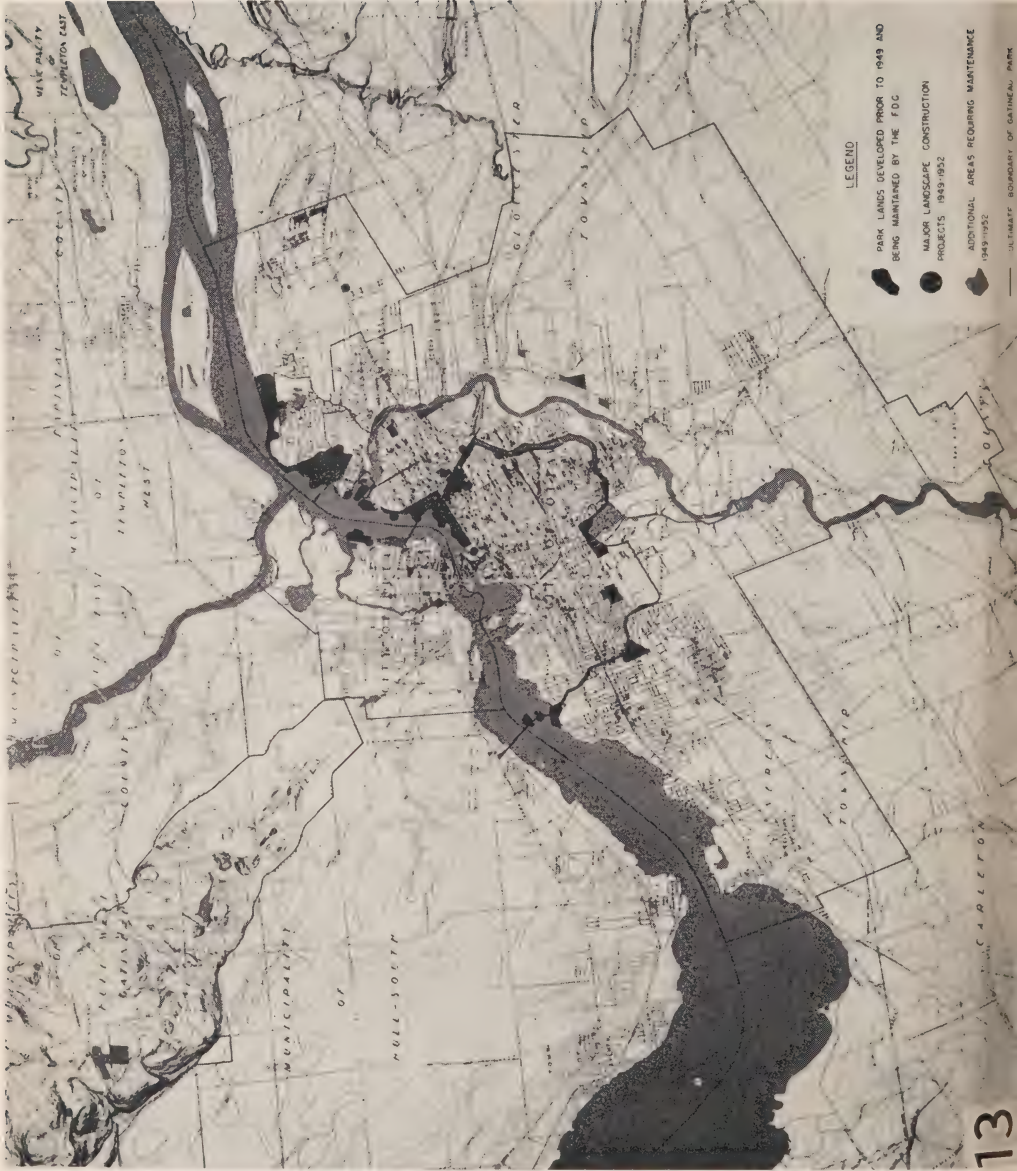
F.D.C. MAJOR PARK DEVELOPMENTS TO 1949



#### No. 12—FEDERAL DISTRICT COMMISSION MAJOR PARK DEVELOPMENTS TO 1949

Three main phases of this work are shown on the plan. The dark tones indicate park lands which have been developed by the Commission and were being maintained by it in 1945. The black dots indicate important landscape construction projects carried out in the period 1945 to 1949; and the light tone indicates those lands on which the Commission assumed the responsibility of maintenance during this period. Many landscape construction projects were carried out in this period due to the lack of maintenance during the war years.





### No. 13—FEDERAL DISTRICT COMMISSION MAJOR PARK DEVELOPMENTS TO 1952

The dark tone shows park lands which were being maintained by the Commission in 1949; and the light tone shows lands under maintenance by the F.D.C. in the years 1949 to 1952. The most important lands in this latter category were the Mackenzie King Estate at Kingmere and the north bank of the Ottawa River in the vicinity of the Interprovincial Bridge.

Major landscape construction projects of this period are shown by dark circles, the most significant being work on the RA playing field on the lower ground at the western end of Parliament Hill.





#### No. 14—FEDERAL DISTRICT COMMISSION MAJOR PARK DEVELOPMENTS TO 1955

The dark tone indicates those properties being maintained by the Federal District Commission as of 1952; whereas the light tone indicates lands taken under maintenance during the period 1952 to 1955. These areas comprise the lower end of Gatineau Park in the Province of Quebec, Tunney's Pasture, Defence Research Board, Uplands Airport, Hog's Back Park, grounds of C.M.H.C. and National Research Council on the Montreal Road.

The dark circles indicate the landscape construction projects during the period 1952 to 1955, the most significant of these being the development of the banks of the Rideau River at Hog's Back and at Billings Bridge. This latter comprises the low-lying banks of the Rideau River which were filled by the city of Ottawa with garbage and have now been planted with grass.

## F.D.C. FINANCIAL ASSISTANCE TO LOCAL MUNICIPALITIES



### **No. 15—FINANCIAL ASSISTANCE TO LOCAL MUNICIPALITIES**

The Federal District Commission, recognizing that the development of the National Capital within the boundaries of local municipalities would hasten their growth and cause municipal problems resulting from such growth, decided to make grants to the local municipalities where services were provided in advance of the time that they would likely have occurred. Among the stipulations that the Commission made prior to making any such grants was that the project must be a part of an overall plan for the development of municipal sewer and water services or, in the case of roads and bridges, that such were located in accordance with the Master Plan for the National Capital. Financial and technical assistance for planning and zoning is also available.

In 1947 the city of Ottawa and the adjacent urban townships of Nepean and Gloucester had prepared an overall plan for sewer and water services for the Ontario portion of the National Capital. This is known as the Gore-Storrie Report. Subsequently, all major sewer and water developments have been in accordance with this report.



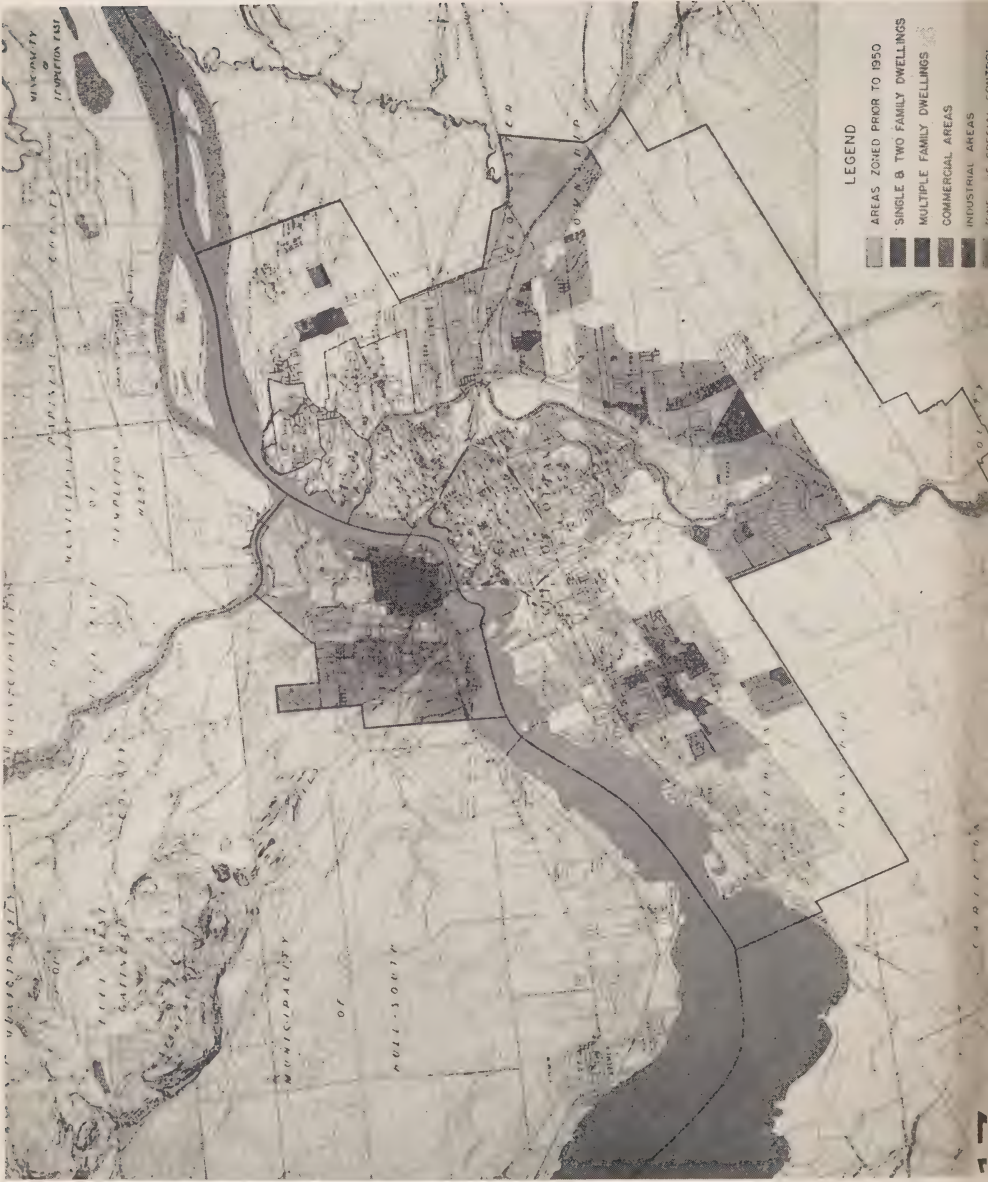
## URBAN AREAS ZONED 1950



**No. 16—URBAN AREAS ZONED AS OF 1950**

This chart is intended to show the areas which were covered by zoning by-laws in 1950. It will be noted that, among the local municipalities, only Hull South was completely zoned.

URBAN AREAS ZONED 1955





### No. 17—URBAN AREAS ZONED AS OF 1955

The very pale tones show areas which were zoned in 1950; and the darker tones indicate zoning by-laws which have been put into force between 1950 and 1955. The whole of the city of Hull was re-zoned by a by-law which became effective in December, 1955 and, in principle, is in accordance with the Master Plan.

The city of Ottawa has been progressively zoning in its new areas for the last 18 months and in that period it has passed approximately 15 new by-laws. In this connection, it is emphasizing that zoning should not be a static control. In a rapidly growing area, it is desirable that by-laws be re-studied and re-drafted about every five years in order that the changing needs of the community can be adequately served.

RAILWAY PROPOSALS 1945 SCHEME 5A



**No. 18—RAILWAY PROPOSALS 1945—SCHEME 5A**

This chart shows by solid lines the railway proposals recommended by Mr. Gréber in his Report of 1950; while the broken lines represent the existing railway lines which would have been abandoned had this scheme been accepted in its entirety. This proposal visualized the removal of the Union Station to a site on the Walkley Road and the development of a terminal for freight in the Hurdman Bridge area. It would have removed all railway lines from the urban portions of the city of Ottawa and from most of the urban area of the city of Hull. This proposal was not completely acceptable to the railways for economic reasons, since the connection between the railway activities in Ontario and the Quebec rail network was to have moved from its present location at Lemieux Island to Duck Island east of the city.





**No. 19—RAILWAY PROPOSALS 1955—SCHEME 5B**

As the Duck Island crossing was unacceptable to the railways, it has now been decided to retain the present north-south connection railway between Ontario and Quebec at Lemieux Island. In order to improve this connection, the railway will be elevated to reduce its interference with traffic movement. This revision is of major importance to the National Capital Plan, since most other proposals are affected to some degree by the change in the original railway proposals.

## RAILWAY PROPOSALS 1955 SCHEME 5B INTERIM STAGE





#### **No. 20—RAILWAY PROPOSALS 1955—SCHEME 5B INTERIM STAGE**

Scheme 5B, which is indicated on chart No. 19, is the long-term proposal and visualizes the removal of the Union Station from its present location to a site on the Walkley Road in south Ottawa. However, it is not possible to carry out this removal in the near future and, accordingly, it has been necessary to work out an interim stage of railway redevelopment which will have many of the advantages of the final scheme.

This scheme contemplates the removal of the trackage, indicated by broken lines, which consists of most railways west of the Rideau Canal. It will release the Inter-provincial Bridge, which can be re-designed, along with its approaches, to handle three lanes of traffic. A small portion of trackage is retained west of the Rideau Canal in order to permit passenger trains terminating at the Union Station being turned conveniently. The construction of the Hurdman Bridge freight terminal can be commenced at an early date. As well, the facilities at the present Union Station will be greatly improved especially with respect to the handling of passengers, express mail and baggage.

It is emphasized that one of the difficulties now being experienced is that all traffic proposals for the downtown area of the city of Ottawa must be designed for both the interim and ultimate stages of Railway Scheme 5B. This adds to the complexity of the design of the Queensway, especially between the Rideau Canal and the Rideau River.

HIGHWAYS AND STREETS AS PROPOSED 1950



### No. 21—HIGHWAYS AND STREETS—AS PROPOSED 1950

The proposals indicated on this drawing are those shown on the Master Plan prepared by Mr. Gréber in 1950. The circulation which was visualized contemplated the construction of important crossings of the Ottawa River at Duck Island, at the Deschenes Rapids, at Lemieux Island, and near the present Interprovincial Bridge location. The Lemieux Island crossing would connect with the southern entrance to the city, the Morrisburg Highway. This route across the city cannot be now used since the railway right-of-way on which it was to pass is to be retained for railway purposes.

In a like manner, the proposals for entering the city from the east are not feasible since they contemplated a junction on the west bank of the Rideau River near Hurdman's Bridge. The land at this location will be required for railway purposes for many years to come. As well, with the retention of the Union Station, it will not be possible to construct the highway on the east bank of the Rideau Canal leading to the proposed new bridge replacing the Interprovincial Bridge.





## No. 22—HIGHWAYS AND STREETS—AS PROPOSED 1955

Resulting from the change to the railway proposals, the ultimate highway recommendations as revised, are shown on this chart. In principle, these are essentially the same as those shown on Chart No. 21, but the north-south route from the southern entrance to Lemieux Island has been moved to the Dunbar Bridge, Bronson avenue, the Queensway and thence northerly, parallel to Bayswater avenue. This will cross the new bridge at Lemieux Island and connect to the Hull city road network in the vicinity of Blvd. Taché and Blvd. St. Joseph.

The Russell Road, which in 1950 had been proposed as a main entrance from the south-east over Hurdman's Bridge, is being diverted to pass over the Smyth Road, cross the Rideau River at a new bridge, run through Ottawa East, cross the Rideau Canal at the foot of Fifth avenue and thence the route would proceed to the centre of the city via Elgin street. It is proposed that Elgin street be boulevarded and widened as far south as the Queensway and from the Queensway to Fifth avenue. The present driveway in this section would be improved.

## HIGHWAYS AND STREETS INTERIM 1955





**No. 23—HIGHWAYS AND STREETS—INTERIM 1955**

The interim plan indicates those proposals which can be carried out prior to the relocation of the station in South Ottawa. The alternate proposals in the vicinity of the Rideau Canal cannot be completed until this step is taken.

With the above exception, this proposal is essentially the same as the ultimate solution.

PARKS AND PARKWAYS AS PROPOSED 1950



**No. 24—PARKS AND PARKWAYS 1950**

This drawing indicates the park and parkway holdings of the Federal District Commission as of 1950 and the proposals made by Mr. Gréber as of that date.



PARKS AND PARKWAYS AS PROPOSED 1955



**No. 25—PARKS AND PARKWAYS AS PROPOSED 1955**

The Gréber proposals of 1950 have been modified in the Greater Hull area and in the Ottawa section east of the Rideau River in order to provide circular parkway routes and to take advantage of the land with attractive natural features.

The dark tone indicates the lands proposed for urban parks. It is noteworthy that approximately 80 per cent of this land has been acquired and settlement reached with the former owners.



# GATINEAU PARK PARKWAYS AS PROPOSED 1955

- GATINEAU PARK PROPOSAL - 73,500 ACRES
- MAIN PARKWAY ROUTE - UNDER CONSTRUCTION OR COMPLETED 1955 1.3 MILES
- MAIN PARKWAY ROUTE - RECOMMENDED FOR COMPLETION 1955-1965 21.1 MILES
- MAIN PARKWAY ROUTE - REQUIRED TO COMPLETE 8.5 MILES
- SECONDARY PARKWAY ROUTE - UNDER CONSTRUCTION OR COMPLETED 1955 2.8 MILES
- SECONDARY PARKWAY ROUTE - RECOMMENDED FOR COMPLETION 1955-1965 3.1 MILES
- SECONDARY PARKWAY ROUTE - REQUIRED TO COMPLETE 27.1 MILES



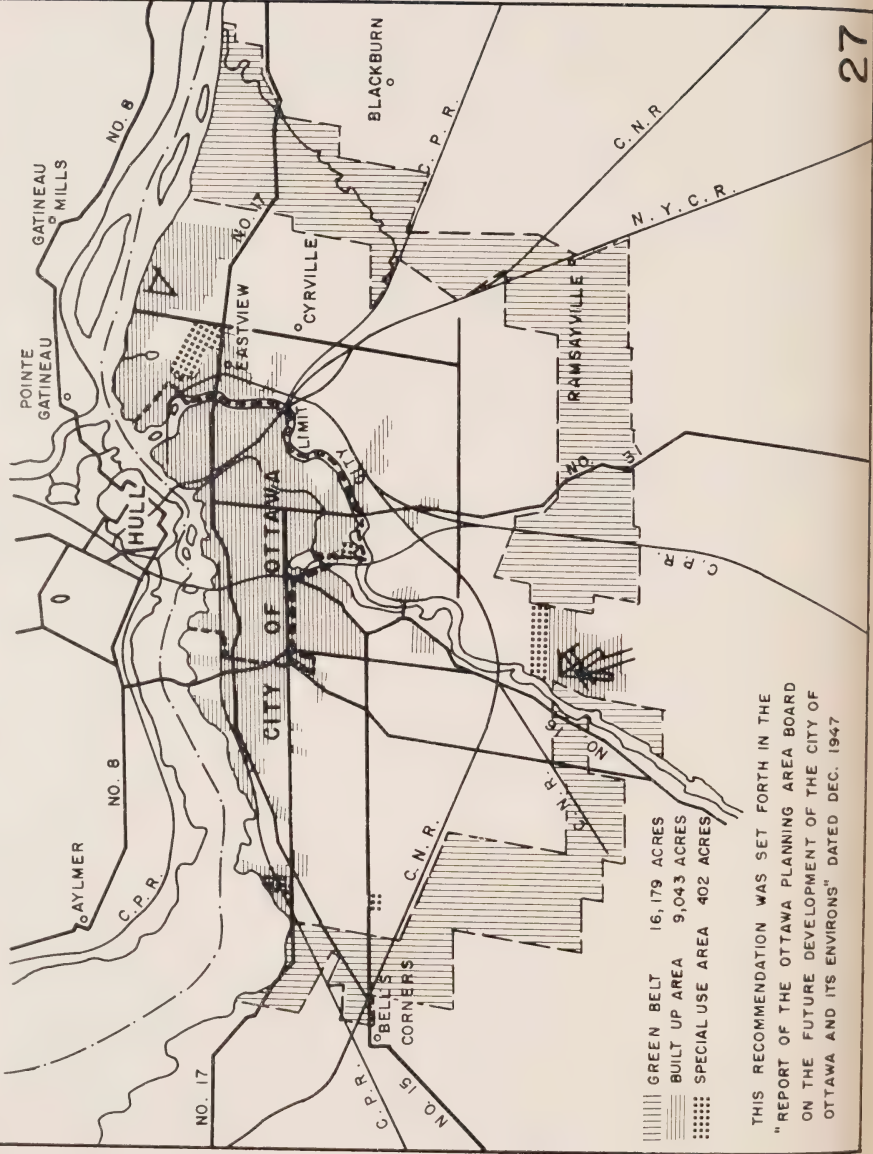
**No. 26—GATINEAU PARK PARKWAYS AS PROPOSED 1955**

The light tone indicates the lands recommended for Gatineau Park. The main parkway route is shown by the dark line and will extend from Val Tetreau in the south to Lac Philippe in the north. At Kingsmere Lake it will divide into two branches. One branch will follow the high western escarpment of the Gatineau Hills and the other branch will parallel the valley occupied by Lakes Philippe, Harrington and Meach. Within the near future, the routes shown by an interrupted dark line will be completed. Already it is possible to construct the escarpment branch to the head of Lac Philippe since the necessary property is owned by the Federal District Commission.

The lighter broken lines indicate secondary parkway routes, the most important of which is the extension from the north end of Lac Philippe to the magnificent sand beach on Lac LaPêche.

The light solid line indicates the location of a new road which has just been completed by the Commission and which extends from Dunlops on the road between Old Chelsea and Meach Lake to the western escarpment, a distance of 2.8 miles. This road will be extended a distance of 2.3 miles along the main Parkway route in order to make available to the public at an early date two most impressive overlooks.

GREEN BELT AS PROPOSED BY O.P.A.B. 1947

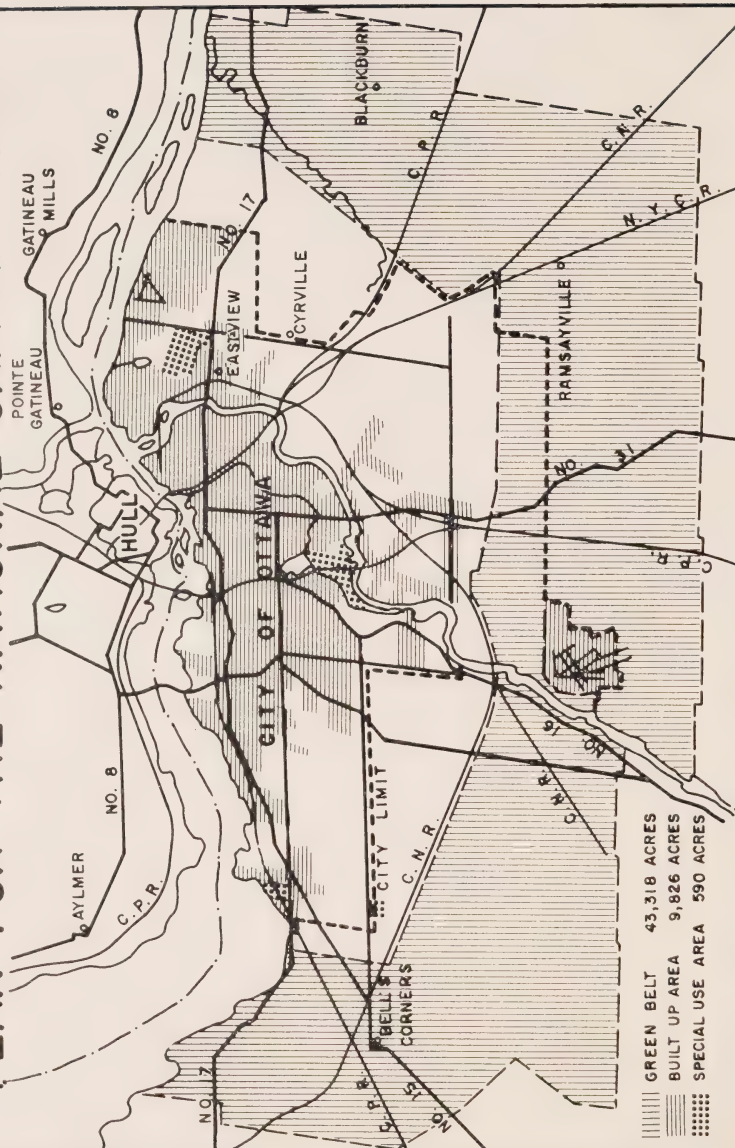


**No. 27—GREEN BELT AS PROPOSED BY OTTAWA PLANNING AREA BOARD 1947**

In 1947 the Ottawa Planning Area Board, which comprised all the urban municipalities, decided that unified control of municipal services was essential for the urban area. As a result of this report, the Gore and Storrle Plan for the extension of municipal sewer and water services was prepared. The OPAB recognized at this time the desirability of a Green Belt to control the ultimate built-up area and recommended the boundaries shown on the chart. The belt shown is too narrow to effectively achieve the desired results.



# GREEN BELT SHOWN IN GENERAL REPORT PLAN FOR THE NATIONAL CAPITAL - 1950

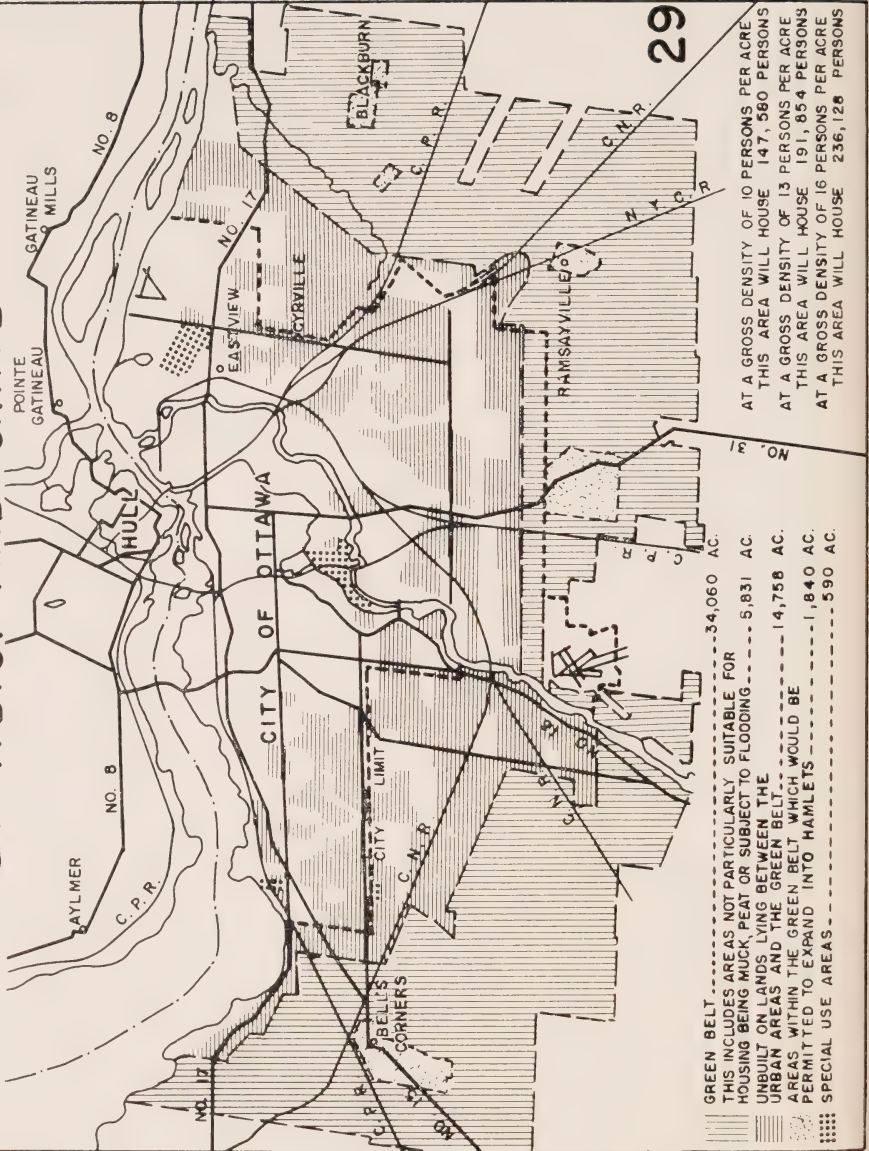


THE GREEN BELT SHOWN ON THIS PLAN WAS RECOMMENDED IN THE GENERAL REPORT - PLAN FOR THE NATIONAL CAPITAL 1950 - WHICH WAS PREPARED BY M. JACQUES GREBER. ITS BOUNDARIES HAVE BEEN ADJUSTED TO PROVIDE A CONVENIENT SURVEY DESCRIPTION.

**No. 28—GREEN BELT SHOWN IN GRÉBER REPORT PLAN FOR THE  
NATIONAL CAPITAL 1950**

In 1950 as part of the Gréber Report, the boundaries shown on this drawing were prepared. The width of this Belt was increased to set up an adequate barrier to urban growth.

# GREEN BELT - 1955 - AS RECOMMENDED BY F.D.C. AND O.P.A.B.





**No. 29—GREENBELT 1955 AS RECOMMENDED BY F.D.C. AND O.P.A.B.**

The Greenbelt as recommended in 1955 by the Federal District Commission is shown on this drawing. In principle it is essentially the same as that recommended by Mr. Gréber in 1950. However, certain modifications have been made to recognize the extent of the increase of subdivision development during the period 1950 to 1955.

The areas shown dotted within the Greenbelt are areas which are now sufficiently covered to permit their being used for Greenbelt. Accordingly it is proposed to permit their expansion into self-sustaining village communities. When related to the 1950 boundary, it will be noted that the 1955 inner boundary has been moved outwards in order to provide additional space within the inner limit of the Greenbelt to accommodate the need of the central urban area. Within this area, land is still available for over 200,000 persons, which should be sufficient for the needs of the metropolitan area for 25 years.

In most of the Greenbelt, intensive real estate developments are now taking place which will prevent the development of such a Belt unless a firm decision with respect to policy is taken at the earliest possible date.

Within the Green area, there are approximately 6,000 acres which should be zoned for uses other than building sites, since these comprise muck, peat or lands subject to flooding.



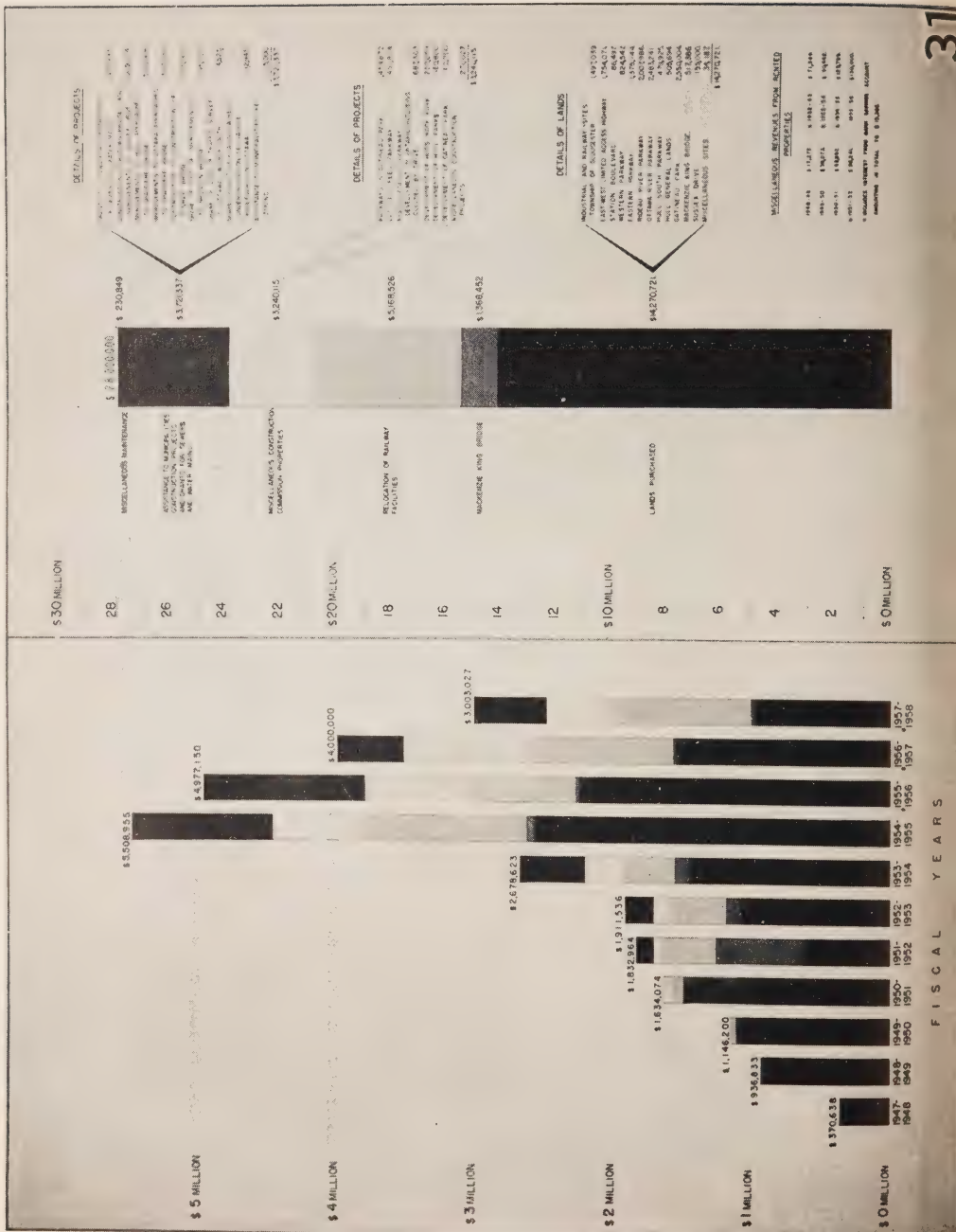
**No. 30—NATIONAL CAPITAL REGION 1955—RECOMMENDED BY FDC**

The thick light line shows the existing National Capital District and the dark line the boundaries which the FDC recommends for the National Capital Region. It is felt that the enlarged area is a more realistic definition of the economic area of Greater Ottawa-Hull. The communities within this area, with one or two exceptions, are satellites of this metropolitan area.

The new boundary would include the valley of the Mississippi River, a most beautiful and unspoiled natural park area; and in Quebec would take in the natural watersheds which are presently cut by the present boundary. It is recommended that the area to the south-east of Ottawa be included in order that, should the Federal Government decide to decentralize its activities by the setting up of federal buildings in satellite communities, assistance and advice can be given to such communities in the development of their towns or villages. It is emphasized that within the National Capital District the Federal District Commission is not committed to undertake any projects.



## 31



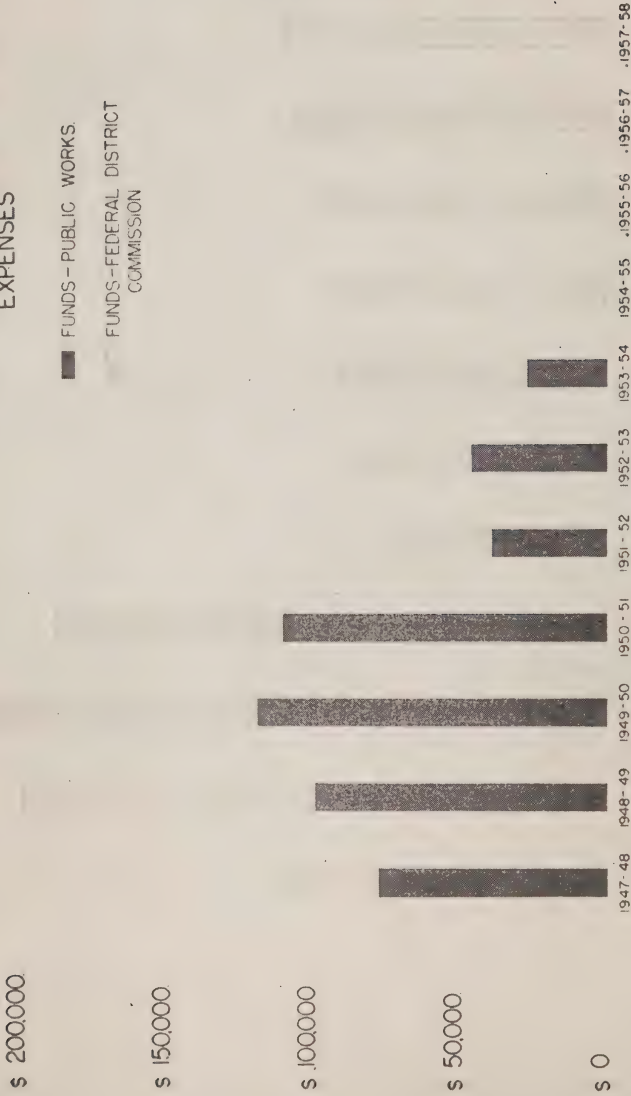
### No. 31—DEVELOPMENT OF THE NATIONAL CAPITAL

Charts Nos. 31, 32, 33 and 34 indicate the financial expenditures between 1945 and 1955. Attention is drawn to Chart No. 31 which shows the uses to which the National Capital Fund and the special statutory grant have been put. Of the total amount of \$28,000,000.00 more than half has been devoted to property acquisitions.

On Chart No. 32 it will be noted that the Department of Public Works and the F.D.C. shared the planning expenses until the end of 1953. Up to 1954 Mr. Greber and his Canadian planning staff were employed and paid by the Department of Public Works. The National Capital Planning Service, as it was known when administered by the Department of Public Works, is now the Planning Division of the Federal District Commission.

NATIONAL CAPITAL PLANNING EXPENSES

PLANNING, ENGINEERING & INFORMATION  
EXPENSES



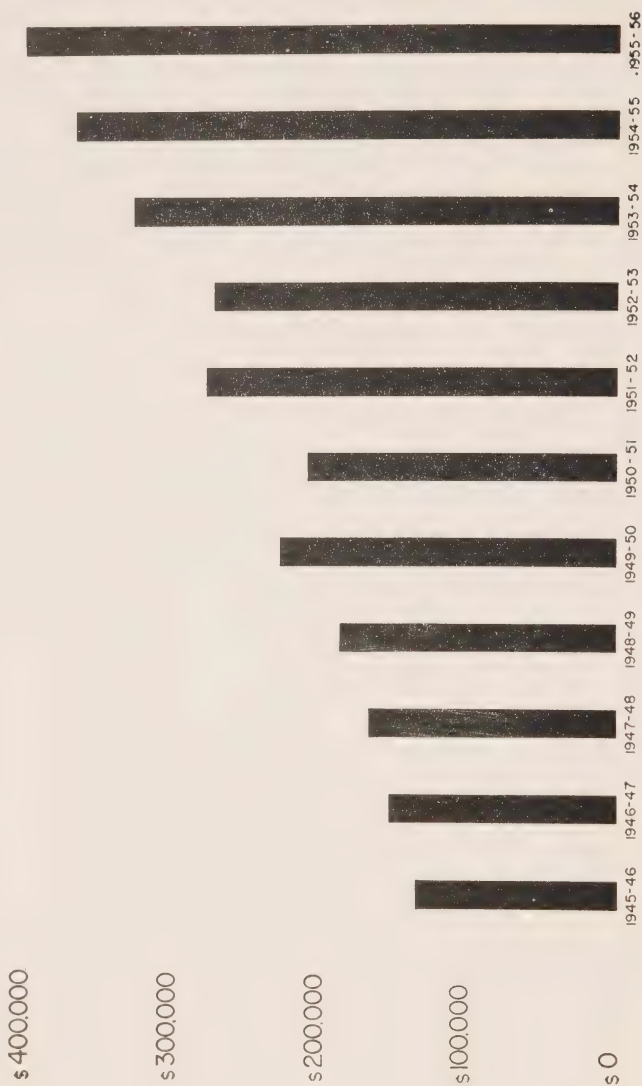
EXPENDITURES

DEPT OF PUBLIC WORKS	\$ 78,296	\$100,372	\$120,048	\$111,914	\$ 39,260	\$ 46,045	\$ 27,334	\$ —	\$ —	\$ —	\$ —
FEDERAL DISTRICT COMMISSION	34,087	100,000	100,000	77,500	36,295	42,876	64,205	101,114	98,600	105,000	110,000
TOTAL	\$112,383	\$200,372	\$220,048	\$189,414	\$ 75,555	\$ 88,921	\$ 91,539	\$101,114	\$ 98,600	\$105,000	\$110,000



No. 32—NATIONAL CAPITAL PLANNING EXPENSES

## MAINTENANCE—GOVERNMENT GROUPS

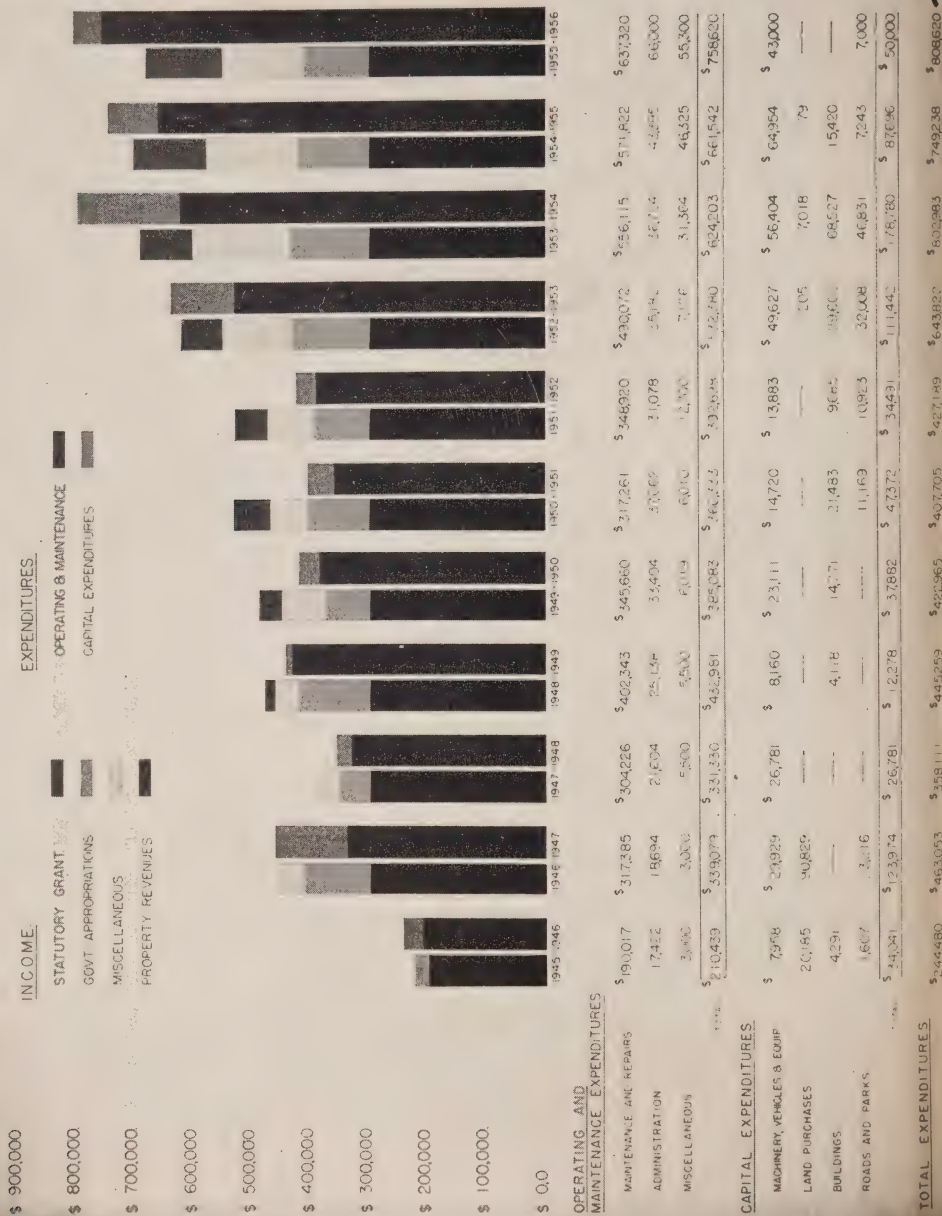
EXPENDITURES:

GENERAL MAINTENANCE	\$117,126	\$134,115	\$147,558	\$166,846	\$197,517	\$169,298	\$220,163	\$239,194	\$285,833	\$314,986	\$357,400
ADMINISTRATION	8,711	9,458	10,370	12,136	20,740	16,220	37,327	34,946	36,725	43,395	33,000
MISCELLANEOUS	10,696	10,725	10,356	9,717	11,371	24,610	22,029	—	6,646	10,400	11,000
	\$136,533	\$154,298	\$168,284	\$188,699	\$229,628	\$210,128	\$279,519	\$274,140	\$323,204	\$368,781	\$401,400

No. 33—MAINTENANCE OF GOVERNMENT GROUNDS



## MAINTENANCE—CAPITAL EXPENDITURES PARKS AND PARKWAYS



NO. 34—MAINTENANCE—CAPITAL EXPENDITURES ON PARKS AND PARKWAYS





(The following is an English translation of Appendix "A")

Joint Chairmen and  
Honourable members, of the Joint Committee:  
on Federal District Commission

Following up the discussion and questions which were asked me when the brief from the Metropolitan Council of Western Quebec was presented on Friday, May 11, 1956, I have the honour to present to you the following:

### SUMMARY

*I—Explanation of the circumstances surrounding the brief already presented.  
Meaning given by the author or the authors concerned to points covered  
by the questions asked during the actual preparation of the brief.  
Explanation of the texts themselves.*

To the question on page 3 as to why the amount of \$1600.00 was paid by the F.D.C. on a municipal budget of \$19,000.00?

The mention of those figures corresponds to the part of the actual text of the brief between quotation marks and with the exception of the following sentence: "This situation is prevalent throughout most of the Municipalities of the Park", the answer continues to the end of the said paragraph of page 3 and is continued in the following paragraph.

That was the meaning I meant to give in support of those figures; allow me to reproduce here in full the wording mentioned: "One third of the area of patented lots was sold to the Commission. In 1955, this Municipality received a grant of \$1600.00 from the Commission, while the municipal budget of \$19,000.00 was required; this grant represents less than 10% of this budget. This Municipality states that the forestry and an important part of the agricultural industry has ceased. No new buildings have been erected on this land sold and almost all the cottages and buildings have been removed." (This situation is prevalent throughout most of the Municipalities of the Park) "The tourist industry has not been given the necessary encouragement or assistance to be established. The population could benefit from the natural beauties of the Gatineau Park region, with a view to develop areas as a centre of meetings for conventions as well as a development for summer and winter attractions. It would be advantageous to build or permit to be built hotels, tourist establishments within the Park."

"The Commission should adopt a policy for the construction of hotels and invite and encourage the construction of private developments to further the tourist industry."

However, the preamble of that statement and the preceding paragraph were prepared by another member of the Metropolitan Council and I did not pay any attention to it when I received the copies of the brief, so preoccupied was I with the meaning which I meant to convey. I must now apologize for not having prepared myself accordingly.

*II—First question asked: distinction to be made.*

The following question was asked me: Whether the Federal District Commission had not purchased any land or properties in Masham; would the grant of \$1600.00 represent the taxes on those properties?

(a) My answer is no. But if the question is as follows: Does the grant mentioned represent the amount of taxes the Municipality would receive if those properties were in their present state and owned by individuals?

My answer is yes.

## JOINT COMMITTEE

(b) My answer to the first question is no, because the grant is paid on the present value of the property shown on the municipal assessment roll. Now the municipality's assessment roll now in force was made in 1953 and came into force in 1954 (See sub-titles 1 and 2 in the index). At the time that roll was made, no mention was made of assessment of inexistent buildings, that is, buildings which had been demolished. In the figures furnished by the undersigned to the F.D.C. for assessment purposes to be used in arriving at the grant, the buildings on the following properties are not mentioned:

<i>Former owners:</i>	<i>Purchase dates:</i>	<i>Description:</i>
Thomas Brazeau.....	May 1940	Prt of lot 37, con. 1
Osc. Beaudoin G. Dion.....	June 1940	Prts of lot 38, con. 1
Thos. Damasse Martineau.....	June 1940	Part of lot 40, con. 1
Pat Joly.....	May 1945	Parts of lots 25-26-27, con. 1
Thomas Renaud.....	Oct. 1946	Lots 54-55, con. 1
Ludger Sylvestre.....	Oct. 1946	Part of lot 48, con. 1
Mme Olyme Gauthier.....	Oct. 1946	Lot 21-prt 22, con. 1
Thomas Maloney.....	Nov. 1946	Lot, 47, con. 1
A. S. Brady.....	Feb. 1947	Lot 51, con. 1
J. P. Chartrand.....	April 1947	49-50-Prt 48, con. 1
Damas Brunet.....	June 1947	44-45-46, con. 1
Michel Renaud.....	Oct. 1947	20-Prt 19, con. 1
Albert Philippe.....	Oct. 1947	Prts 50-51, con. 1
Rugg. E. McNair.....	April 1948	13a-14a-15 con. 1 & Prt 15, con. 2
Alice Brady.....	May 1948	Prt 52, con. 2
J. O. Helie.....	June 1948	7a-Prt 8, con. 1
Roger D. Brown.....	Aug. 1948	2C-3C, con. 1
Wm. Jane Dougherty.....	Sept. 1948	10b-11b-11a-12 con. 1 & 12-13, con. 2
Thomas Renaud.....	Oct. 1949	Prt 56-Prt 57, con. 1
J. M. Thérien H. Routliffe.....	Oct. 1949	53, con. 1
Wm. J. Brown.....	Jan. 1951	7, con. 2
Henri Renaud.....	May 1952	56, con. 2

Besides those properties, the buildings of which were demolished, there are a number whose buildings have been largely demolished. For example, the assessment of the farm buildings of Mr. Dalton Kennedy was \$1,400 at the time the assessment roll was made up in 1947. In the 1953 municipal assessment, it dropped to \$200, a decrease of \$1,200 owing to the partial demolition of his farm buildings at the time of the last assessment. I could quote several other similar examples.

I have not personally seen most of those demolished buildings, but a description of the contracts of sale at the Maniwaki Registry Office indicates that those buildings existed at the time of sale.

The manager of the F.D.C., Mr. Hay, stated that the Commission pays a grant on the assessment of the buildings demolished, but I believe that I can state positively that the Commission does not pay any. In 1955 the F.D.C. paid to the municipality a grant of \$1,658.40 for loss of taxes in 1954. Payment was made on the following basis; real estate tax at the rate of .80 per \$100 on an assessment of \$103,650, or an amount of \$829.20; special roads tax of .80 per \$100 on an assessment of \$103,650, or an amount of \$829.20.

The total amount of the grant is therefore \$1,658.40 instead of \$1,600 indicated in the brief that was presented, the amount having been entered in round figures.

As I pointed out above, the grant is now paid, that is, since the new assessment roll was made in 1953 and came into force in 1954, on the assessment grant by the municipality. The assessment of \$103,650 represents the present assessed value and does not take into account the demolished buildings enumerated above.

To give a more accurate answer to the question, I must also point out that the present value of the buildings demolished cannot be determined exactly or only with the greatest difficulty for the following reasons: (See sub-title 3 in the index)

There has been no municipal re-assessment of the properties sold to the F.D.C. between 1938 and 1953. As a matter of fact the F.D.C. began making its purchases in Masham in 1940 and has never paid any taxes on the properties purchased since, apart from the grants paid since 1952 and retroactive to 1951. In the face of such a loss, the municipality of Ste. Cecile de Masham did not see fit to incur the expense of a real estate re-assessment every three years and for the properties belonging to the F.D.C. The increasing value of the property and the buildings, particularly since 1938, does not appear in our files so it is impossible for me to determine the value of the taxes lost through the demolition of those buildings.

*III—Losses from 1940 to 1951 cannot be evaluated exactly for the following reasons:*

Having said this I pass on to the next question: What were the losses to the municipalities from 1940 to 1951 on the properties purchased for the Gatineau Park?

We have compiled detailed figures regarding this question according to the assessment existing at the time of sale, which assessment was revised in 1953 to bring it into line with the rate for the rest of the municipality. The amount which I compiled in 1953, less than a year after my appointment as secretary of the said municipality, is \$3,007.76 in tax losses to the municipality. This amount is within the limit I quoted on May 11 last, although I was unable to go into detail then as I had not looked over those figures since 1953. (See sub-titles 1 & 2).

This figure of \$3,077.76 in losses is far from correct if we take into account the factors mentioned above, namely, the increase in the municipal assessment rate from time to time since 1938. (See sub-title 3).

Although the amount of such losses to the municipalities should be considerably increased, there is another factor which enables me to express the opinion that it can also be decreased slightly and I can prove that statement by answering the question of Mr. Richard, M.P. for Ottawa: Did the F.D.C. or the tenants of summer cottages at Lac Philippe pay municipal taxes before 1951, at which time the F.D.C. was receiving rents on those properties?



## JOINT COMMITTEE

Here in detail, is the answer with regard to each of those cottages:

Date of Sale	Former owner	Paid the following years	Did not pay the following years
April 1948	Jos. Charlebois	1949-50	
June 1948	Geo. D. Mallory	1949-50	1949-50-58
July 1948	N. B. A. Fair	-----	1948-49-50
May 1948	M. J. Lockhart		
June 1948	W. J. Merrell	1949-50	
June 1948	Arthur Powers	1949-50	
Sept. 1948	Jean Proulx	1949-50	
June 1948	O. J. Odam	1949-50	
June 1948	Fred C. Hanna	1949-50	
July 1948	L. E. Johnson	1949-50	
March 1948	Gérard Meunier	1949-50	1949-50
June 1948	Thomas Rankin	1949-50	1950
August 1948	Geo. Earle		1949-50
Sept. 1948	C. F. Scott		
Sept. 1948	F. Burder	1949-50	
Sept. 1948	Wm. B. Graham	1949-50	
June 1949	Lucien Massé		1949-50
June 1949	Romuald Picard	1949-50	
August 1949	R. M. Cottrell		1949-50
Sept. 1949	L. L. Poulin		1949-50
Sept. 1949	A. Couture	1949-50	

By way of further explanation, it should be added that in the foregoing tables Messrs. F. C. Hanna, Wm. J. Merrel and Gérard Meunier owned 7, 4 and 4 cottages respectively.

With regard to the farms sold before 1951, no taxes were paid on the said farms for the year 1950. I mention here the cases of three of the largest farms sold in 1948:

Date of sale	Former owner	Paid	Not paid	Area	Lot nos.
Sept. 1948	Wm. Jane Dougherty	1948-49	1950	442 acres	10b-11a-11b-12-13 con. 2, con. 1
April 1948	Rugg. E. McNair		1948-49-50	300 acres	13a-14a-15, con. 1 P14-P15, con. 2
March 1948	Dalton Kennedy	1948	1948-49-50	215 acres	9-10a, con. 1

The last named only paid his taxes in part in 1948; that is why the year 1948 is mentioned at the same time in the 'paid' and 'not paid' columns.

We believe that these last two tables will answer Mr. Richard's question and make it possible to clarify Mr. Hay's question better while contributing to a better appreciation of a few factors which influenced slightly the amount we mentioned as being municipal losses for the period from 1940 to 1941.

On the other hand, the cottages at Lac Philippe which were demolished were not struck off the assessment roll; they will be struck off the roll to be made this year. The assessors do not assess the buildings demolished at the same value or at an increased value, because it is contrary to the municipal code which states that buildings must be assessed at their real value, although it is a well-known fact that the municipal assessment rate is generally much lower than the real value. Most of the municipalities in the area have set their rate at less than 50% than the real value. Now the cottages removed from Lac Philippe, as well as the buildings demolished, represent no real value for the municipal assessors in the parks. Therefore our future assessment roll will not furnish any information regarding the real value at the time the

properties were transferred to the F.D.C. That is why at the beginning I made a distinction between two parts of my question and my answer was that the sum of \$1,600 or \$1,658.40 represent the amount which the municipality would collect if the present property, as it exists at present, belonged to individuals. But it does not represent the amount the municipality would receive if the F.D.C. had not bought any property.

IV—*The “development” factor must condition the evaluation of the losses suffered*

My answer to the question then regarding the amount of \$1,600 has been:

That probable development of the municipality should be taken into account. One member of the Joint Committee had objected that this hypothesis was problematical. I would like to give a few explanations with regard to that answer.

(1) To date no industry which might have wished to establish itself has developed nor could probably have developed on F.D.C. lands included within the boundaries of the municipalities of Ste. Cecile de Masham. The same holds true for a tourist industry which would add increased values; such a tourist industry could be in the form of building summer cottages or tourist hotels.

(2) This area with its many lakes close to the National Capital lends itself admirably to the tourist industry. It is well known that the building of summer cottages has been halted in the park and, what is more, they are removing the existing cottages. Judging from the actual plans of the F.D.C., it is useless to count on such a development. On the other hand we find that during the period extending from 1945 to 1953 the number of summer cottages on the shores of Lakes Fraser, Bell and Gauvreau increased from 15 to 64; today it is still higher. At Lake Gauvreau a fourth row of cottages is being built while at Lac Philippe there was only one row not yet filled.

(3) Other lakes in Masham will be built up soon, but those lakes in the park which are not built up will remain in that state, we believe. If residential and tourist development is promoted in the rest of the municipality, why was it not promoted in the Masham area (of the F.D.C.)? More than 30 farms were sold to the F.D.C., several of which included a number of lots. Several of those lots could have been sold and would have been sold to residents or cottagers who, according to the municipal code, would normally have paid taxes to the municipality. Those farms that were sold, instead of increasing in value, are declining in value because they are returning to wood-lots. Since 1953 wood-lots have been assessed in Masham only \$2.00 an acre, whereas before they were assessed at \$1.00 an acre.

If the construction of camping grounds is no longer allowed in the Masham section of the park, why would a tourist hotel not be allowed to increase the value of the municipality in that section of the park?

In that connection, I must add that Masham has already asked for it and was supported by the Metropolitan Council of Western Quebec and *l'Union des Chambres de Commerce de l'ouest du Québec*. Permit me to quote here a few extracts from the letter sent to the F.D.C. to that effect by the Masham Board of Trade.

“The development of Gatineau Park has had an unfortunate effect on the development of Ste. Cecile de Masham. Indeed, about one-third of the municipality now belongs to the Federal District Commission. Its forest reserves no longer belong to it, its two sawmills are on the point of closing down. A considerable part of its agricultural industry has been wiped out, its local trade has declined, the businesses of several of its businessmen have been jeopardized by the exodus of the population from the properties sold. The value of real

estate belonging to municipal and school institutions has shown a drop to date in the park. Progress and development through the building of summer cottages have been paralyzed.

"This tourist hotel, besides having the advantage of contributing to the development of the tourist trade and helping to beautify Gatineau Park, would at the same time be a source of income for the municipality and the school board, a source of income which would enable them to develop in harmony with the outlying areas of the National Capital.

"This tourist hotel would also employ a certain proportion of local labour, which would tend to further aid the population and local trade.

"The construction of such a hotel would give a new direction to the economy of the place, and would also make it possible to co-operate more closely in the aims of the Federal District Commission."

I do not think, nor do the organizations supporting us, that that is a problematical development, but I believe it is a project that is quite feasible and easier to carry out than many other projects of the F.D.C. However, we have not yet had any affirmative reply from the F.D.C., in spite of the request supported by two organizations which represent the entire area in Quebec which comes under the F.D.C. In addition, the Metropolitan Council represents all the tax-payers and voters in this area.

The question of whether the \$1,600 represents, and will represent in the future, the losses of the municipalities should, in my humble opinion and that of the above-mentioned organizations, be judged in the light of all the factors we have endeavoured to set forth.

Masham needs the F.D.C. in order to carry out these projects for its harmonious development. This development, which will complement the Federal District Commission's work of beautification in Gatineau Park and make that area worthy of a National Capital, will allow the municipality to thrive and to progress.

I am inserting here a copy of the letter dated March 7, 1956 in connection with the request of a modern tourist hotel in Masham.

*V—Reply to the statement of Mr. Hay at the presentation of the brief from the Metropolitan Council: the rate of municipal assessment has been equal for all properties in Ste. Cecile de Masham since 1953, whether the property belongs to the F.D.C. or not. There is no specially increased rate for F.D.C. property for the purpose of obtaining larger grants.*

Mr. Hay mentioned, if I am not mistaken, in his reply to the Parliamentary Committee, that several municipalities had raised their assessment on lands owned by the F.D.C. in order to receive larger grants. I take the liberty of differing with him on this point as far as Masham is concerned. As we have mentioned throughout this report, there was a readjustment in the assessment in 1953 and if we compare the assessments of the F.D.C. properties with those of the other residents, we find that the sworn assessors did their utmost to follow the same rate for all properties in Masham, whether belonging to the Federal District Commission or not.

*VI—Pressures exerted in acquisitions by the F.D.C.*

In the matter of prices paid by the F.D.C. for the purposes of obtaining land for Gatineau Park and Masham, it is a recognized fact locally that certain pressures were brought to bear on a good many people, especially residents.

Many chance interviews we have had with former farmers whose farms have been sold confirm these facts in my mind and in the minds of a large part of the population. By way of figures, we offer the following table which seems to confirm this fact. The table makes no mention of the property of



Mr. Gérard Meunier, whose selling price includes 4 cottages and his farm; neither does it mention the property of G. Dion Gosselin, whose sale price is lumped together with several lots in the township of Eardley.

The year 1948 is taken for the comparative table below, because that is the year when the greatest number of properties were acquired in Masham and that is also the year when the majority of the summer properties were purchased by the F.D.C. The comparative table of the residents' properties contains only farmers with a single half of a wood-lot sold that had been owned only by the same owner (Alice Brady).

Summer properties at Lac Philippe	Sold for	Municipal assessment
		(At time of sale)
Léonard Malouin .....	\$ 425.00	\$ 100.00
Jos. Charlebois .....	2,800.00	500.00
M. J. Lockhart .....	2,250.00	1,000.00
Arthur Powers .....	7,000.00	1,000.00
Wm. J. Merrell (4 cottages) .....	11,250.00	1,650.00
Thomas Rankin .....	4,000.00	400.00
A. J. Odam .....	2,250.00	500.00
Geo. D. Mallory .....	1,500.00	700.00
Fred C. Hanna (7 cottages) .....	36,000.00	7,500.00
L. E. Johnson .....	3,500.00	700.00
N. B. A. Fair .....	6,500.00	1,000.00
Geo. Earle .....	2,500.00	900.00
C. F. Scott .....	4,250.00	900.00
F. Burder .....	4,400.00	1,200.00
Wm. B. Graham .....	17,500.00	1,100.00
Jean Proulx .....	5,500.00	1,100.00
Verdun T. Kane .....	450.00	100.00
Total: (25 cottages)	112,325.00	20,350.00

The average amount paid in the above table was  $5\frac{1}{2}$  times the assessment.

Farms:	Sold For	Municipal assessment
		(At time of sale)
Thomas Renaud .....	\$ 2,200.00	\$ 500.00
Dalton Kennedy .....	6,000.00	2,900.00
Rugg E. McNair .....	4,500.00	3,250.00
Alice Brady (wood-lots) .....	150.00	50.00
J. O. Hélie .....	3,000.00	2,200.00
D. Roger Brown .....	3,500.00	1,400.00
Wm. Jane Dougherty .....	9,500.00	2,800.00
Hubert Brown .....	4,500.00	2,800.00
Total:	33,350.00	13,900.00

The average paid in the latter table is double the amount of the assessment in force in the municipality at the time those farms were sold.

From 1940 to 1948 inclusive we reproduce the table below:

- 1940: 581.31 acres sold for the sum of \$4,100.00, the municipal assessment at time of sale was \$1,300.00. The prices paid represent an average of three times the then municipal assessment.
- 1945: 225.20 acres sold for \$2,250.00, whereas the municipal assessment was higher than the price paid, namely \$2,700.00.

- 1946: 550 acres assessed at \$2,000.00, price paid \$2,950.00 for 1½ times the assessment.
- 1947: 1,015.7 acres; municipal assessment at the time \$1,750, price paid: \$5,975.00 or 3½ times the assessment.
- 1948: 2,107.26 acres including the four summer cottages of Mr. Gérard Meunier, municipal assessment of those farms and summer cottages mentioned: \$20,000.00, price paid was \$47,751.00, or 2½ times the assessment.
- 1948: 51.23 acres with 25 cottages (those of G. Meunier excluded) were sold at \$112,325.00, an amount 5½ times higher than the assessment in force in the municipality.
- 1949: 1.77 acres with 4 summer cottages were sold for the amount of \$21,300.00 the municipal assessment at the time of the sale was \$3,600.00. Price paid represents about 6 times the amount of the assessment in force.

From the tables I have just outlined, it appears that the cottagers were better "businessmen" and obtained a price which enable them to build again elsewhere, while the farmers did not have any business sense and could not build a decent house in 1949 with the price obtained for their farms, to say nothing of the fact that their farms brought them in a sufficient income assuring them of a living on the premises.

VII—*The particularly sad case of "Château Philippe" that was pointed out*

A striking example of this created a profound impression on the local population and people round about. It was when in 1947 a farmer accustomed to a modest standard of living owned a 134-acre farm which was purchased by the F.D.C. for \$800. It was assessed by the municipality at \$100 for its building and \$300 for the land, a total of \$400. His land was rather poor, but it was a farm and its assessment was three times higher than that of a woodlot. It seems that the buyers of the F.D.C. took advantage of his inexperience to obtain that farm. After the sale, the municipality of Ste-Cécile de Masham was obliged to pay most of his bills with the stores to enable him to go on living with his family. The old age pension came along and relieved the municipality of this burden.

For a dwelling, this Mr. Albert Philippe built a sort of hovel made of slab wood, rusty sheet metal and old scrap boards. For the last two years this tiny dwelling has had a better appearance thanks to public charity which made it possible to put brick siding on the front. The entire population call this place "le Château Philippe". That is not the type of castle, alas, we are seeking to build up our tourist industry and to carry out the Greber Plan for beautification of the National Capital or to build a Gatineau Park worthy of our country's capital.

VIII—*Delegation from Ste-Cécile de Masham to the F.D.C. on January 25, 1954.*  
*Questions asked*

A delegation from Ste-Cecile de Masham, comprising the pastor, the mayor, the chairman of the School Commission, the president of the Board of Trade and the undersigned, requested an interview with the chairman of the F.D.C. in January 1954 to discuss several problems relating to Masham and the carrying out of the Greber Plan. On reaching the F.D.C. office, the delegation found that the chairman was absent, but they were received courteously by Mr. Cram and Mr. Hay. The delegation had a prepared questionnaire to make enquiries about the intentions of the F.D.C. of Masham and to point out certain situations which they believed were not as they should be. (See sub-title 1)

The delegation from Ste. Cecile de Masham was assured that no arable or cultivable land was being purchased in Masham. The delegation had pointed out that some had been sold and received no reply to this. Then the delegation was assured that the F.D.C. would stop there with regard to farms, that the

Commission would not buy any more agricultural land and would then keep within the new boundaries of Gatineau Park prepared by Mr. E. S. Richards.

In 1954 only one farm was bought and it was within the boundaries of the Richards plan; the delegation had conceded this. In 1955, the Commission kept within its limits, according to the official records of property transfers received from the Registry Office to date. However, we received notices of transfer from the F.D.C.'s notary regarding some property outside the boundaries of the Richards plan. The delegation had asked that every new acquisition of land lying outside the boundaries of the Richards plan be submitted for approval to the local authorities and was even prepared to give up the mountains in order to preserve the agricultural land. (See sub-title 2)

The delegation drew the attention of the F.D.C. members to the case of Albert Philippe, the price paid and the charge which the municipality inherited as a result. They were able to do nothing more than to deplore that situation and they took no steps to rectify that state of affairs. The delegation also discussed many other problems such as the growth of weeds on the arable land of the F.D.C., the beaver problem in the park which causes the level of certain lakes to rise and then floods certain farms owned by farmers (See sub-title 3)

I myself was a little surprised at the policy followed by the Commission when I read the purpose of the Gréber Plan:

In establishing a National Capital Region in accordance with the recommendations of the Joint Committee of the Senate and of the House of Commons, and pursuant to the provisions of the Order in Council of August 16, 1945, the Federal Government defined an area comprising some 900 square miles surrounding the City of Ottawa, as the National Capital Region, with a view to the preparation of plans for the long-range development of this territory.

The National Capital plan has a dual purpose: it aims primarily at the planning and mapping of the development of the group of municipalities which form the Capital Region, with a view to ensuring the comfort and well-being of their inhabitants and facilitating all their activities; but also, it must aim at the planning of a capital, an undertaking which involves manifold problems relative to its life and special functions: Parliament, Government, diplomatic life, and national and international conventions, in an atmosphere of dignity, orderliness and welcome.

Another aspect of the problem results from the size of the region committed to us for study. Planning operations, strictly speaking, have been limited to the urban nucleus. The additional territory, so wisely included in the region, requires no planning operations, but merely the application of protective regulations, in order to preserve the rural character and wooded areas. Such protection has the double advantage of leaving undisturbed the present life of this territory and ensuring the preservation of the remarkable natural setting in the midst of which the Capital has developed. The preservation of this setting constitutes the guarantee for the growing prosperity of *tourism, major industry of a capital.*

This extract is taken verbatim from page 14 of the 1950 general report of the Plan for the National Capital which was prepared by the town-planner, Jacques Gréber.

I wish to point out to the distinguished members of the Parliamentary Committee that this reply and this statement were prepared for a single purpose only: It is my fondest wish to do justice to all parties concerned in the enquiry you are conducting. The figures I have supplied are as correct as I have been able to make them; I would be most surprised if there was a



5 per cent margin of error. Or any error at all. If there are errors, I shall be most happy to have them corrected.

*IX—The Gatineau Park situation.*

We hope we have answered the request for information, but as the voluntary secretary of the Metropolitan Council of Western Quebec, I must confess, and I apologize for it, that I am not able to furnish figures for all of the Gatineau Park; I have neither the time nor the means to do so. However, I have requested them by registered letter, from the municipalities concerned and as soon as I have the answer from the secretaries who are willing to answer, I shall be glad to send them to the Committee, if it is not too late. I am afraid that several municipalities have not compiled figures on the work done by the F.D.C. within their boundaries as I did after the municipal assessment in 1953 when this whole problem and these facts came as a revelation to me.

*X—Answer with regard to taxes on properties rented by the F.D.C.: No municipal by-law imposing a tax on tenants.*

I forgot to point out that the municipality of Ste. Cecile de Masham has never had any municipal by-law, to my knowledge, authorizing its secretary to collect taxes from tenants and based on the assessment of buildings or summer properties they occupied as tenants, such assessment to be that of the property itself. On the other hand, although several tenants paid the corresponding amount in taxes that they would have paid if they had remained owners, it seems that it was by virtue of certain agreements made with the F.D.C. and not with the municipality; but the municipality sent bills and collected them when the tenants paid them. However, those agreements, from what I have been told, were for a definite period of time—either one, two or three years, as the case may be. The municipality has not forced any former owner to pay on the assessment of the property which they occupied as tenants; only the F.D.C. could have done that under agreements which had made or could have made with its tenants. Nowhere in our files have we found the amounts of taxes paid by the F.D.C. itself before it paid grants for loss of taxes in 1951. We would be happy if the Commission could furnish some clarification regarding this in case the money might have gone astray.

*XI—Limited information regarding acquisitions in the 1955-1956 in Masham Situation.*

Our latest information on properties sold in 1955, and in 1956 if any, is very limited because, despite the fact that many former owners have been paid, most of the contracts of sale have not been registered at the Gatineau County Registry Office. That is what we learn from correspondence exchanged recently to that effect with the said office.

We have the names of the former owners on our books. They assert that their properties belong to the F.D.C. and that they do not have to pay the 1956 taxes on the said properties, which is unfair if they are not owners. But we have not the proof of the Registry Office that those properties have been transferred to the F.D.C. That is another fact which is causing us some trouble and which is a source of errors in our books.

*XII—Questions concerning certain situations that have not been cleared up.*

A host of special situations seems to have arisen in the various relations between the F.D.C. or its representatives and the various local bodies, municipal or otherwise.

One particular subject that we would like to have cleared up by statistics vouched for by the F.D.C. is the rumor which a great many people affirm positively, namely: whether the wage scale is uniform for all employees hired

by the F.D.C. to work in Gatineau Park for equal work done in different sections of the park or in the various municipalities of the park. (I am assured that the labourers from Ste. Cecile de Masham receive only .95 an hour, whereas they would receive \$1.25 an hour if they worked in Hull-West.) If such a difference exists between the wages of various groups doing the same work, we would be very interested to know the reasons or reasons for it.

Do the wages paid correspond with the wages prevailing in private industry?

Who decided that the employees in this or that municipality would receive more or less wages for the same type of work?

Whatever the answer is to these questions, I would not want any of the employees to lose their jobs for answers which would be more than comprising; on the contrary, I would like them to keep their jobs but I would like them to receive strict orders from the senior officials of the F.D.C. or even from the Federal Parliament!

Is the lack of co-operation often shown by permanent employees of the F.D.C. towards the municipalities or other local bodies to be interpreted as following orders received from the F.D.C. to act in that way, for I have no doubt that the employer is responsible for his employee?

I know that I have not touched on anything like all the questions under dispute and that there is probably a procedure for various answers according to the particular cases under consideration. However, I beg the indulgence of the Parliamentary Committee and the members of the F.D.C., for I am not an expert in these matters and I do not claim to be. However, as the person entrusted with the files of Ste. Cecile de Masham, I have gained knowledge of certain facts which, I feel, must be of interest to the present Parliamentary Committee if they wish to get a better idea of the prejudices and recriminations that have been aroused with regard to the F.D.C.

I favour, and we all favour, the beautification of the National Capital and its surroundings, but we would like things to be done as Jacques Gréber specified on page 14 of his 1950 general report which was accepted by the Federal Parliament. To that end, Masham and the area await with impatience the development of the tourist industry which should be "the major industry of a capital".

Looking at it from another angle, I notice that the brief presented by the F.D.C. quotes on page 5, among the powers which are conferred on it, Article 4: "To operate or grant concessions for the operations of places of refreshment or amusement or shelter or for the encouragement of recreation, sports and games on real property which it administers or controls."

### XIII—Amend the present system of compensation:

I had intended to finish my answer after the conditions I have just enumerated, but I find that this answer has, in my opinion, only touched on the problem itself. As a citizen living in the area affected by the plans and the work of the Federal District Commission, I feel it is my duty to clarify the Ste. Cecile de Masham situation in particular with a few facts of a general nature affecting the Quebec section of the National Capital district. In doing this, my only qualifications are that I have got together the data which I possess as secretary treasurer of the following bodies: Metropolitan Council of Western Quebec, Municipality of Ste. Cecile de Masham, Ste. Cecile de Masham School Commission. In addition, I am the vice-president of *l'Union des Chambres de Commerce de l'Ouest du Québec* and member of a few other organizations. I am also a permanent employee of the Provincial Department of Health for the County of Hull.

In my opinion, it is urgent that the policy of compensating municipalities on the present basis of grants in view of taxes lost by the municipalities be

amended. The main reason for my opinion is based on what I have established above and on the following facts:

(1) I shall compare here, if I might, the Gatineau Park with the Green Belt around Hull. The City of Hull fears encirclement by the Green Belt. This encirclement comes into conflict with the natural expansion of the city which would have choice sites there making possible industrial and residential development which would be very profitable for the municipal treasury. In this mention of industrial development we must also include the tourist industry as an integral part of those development.

(2) Now Gatineau Park, for those municipalities included in it represents the same encirclement limiting their free expansion and development, as the Green Belt represents for Hull. Most of the said municipalities have not yet fully evaluated the significance of this fact in a long-term plan. For if it has been necessary to provide for a long-term plan of expansion for the capital of Canada, it is also necessary to provide for the natural expansion of the municipalities included in the district of that capital.

- (a) If it is intended to set up a territorial, geographic, administrative and political federal district in the image of the District of Columbia at Washington, these facts are no longer valid or have lost a large part of their value.
- (b) But if the wishes of the population and the strong wish of the municipalities are complied with and the present administrative status is preserved through existing administrative bodies, the problem must of necessity be looked at from another angle. In one case as in the other, the federal subsidies will have to take into account all those factors and I believe that the present system of compensation for lands acquired within the limits of Gatineau Park is incomplete and unfair up to a point, because it is based on the municipal assessment of land left in its natural state for purposes of beautification.

No account is taken of the rise in the real value of property due to expansion of the suburbs of the capital, the rise in wages for labour and the increased cost of maintenance and installation of municipal services.

(3) Buildings that have been demolished have no value for purposes of municipal assessment; the same holds true for the value of farms, but on a smaller scale. The principle of municipal assessment holds that the agricultural industry through the operation of farms gives a greater value to land than keeping it in wood-lots or leaving the land in its wild state. As a matter of fact, the farms employ a greater number of persons, support more families and have more buildings than wood-lots or farms left in their natural state or abandoned. The degree of development of the municipalities is paralyzed to a large extent by the encirclement of Gatineau Park. In that park there could be no mining development, for example, if it were permissible to prospect for such mines. I do not think it would be permitted to operate them in the park, except where National Defence was concerned.

The municipalities will not be able to furnish any lots for residential development or tourist development in the form of resort buildings or hotel accommodations; and the same holds true for industrial development so called. Those municipalities are condemned to a stationary



state of development and to date they have been condemned to a retrograde stage of development. The present value allowed by the municipal code for municipal assessment does not correspond to the basic norm which the F.D.C. uses to compensate "injured" municipalities."

(4) When the doubt was expressed in the Parliamentary Committee as to the possibility that the municipalities had been injured, I was most alarmed to note that the F.D.C. could state calmly that the municipalities were compensated for their losses suffered. That affirmation carried weight because the members of the Parliamentary Committee asked me so many explicit questions which required so many details that I did not wish to tie myself down to any precise position in a hasty discussion which would probably have been too brief to permit a study of all aspects of the problem raised.

#### *XIV—Readjustment of the system of compensation.*

From the facts mentioned and those which follow, I believe I am stating the well-founded opinion that the municipalities certainly suffer damage in the grants not obtained from 1940 to 1951 and the grants obtained since that time to compensate for loss of taxes. It is very important that readjustment be made in the system of compensation. And this readjustment based on the existing municipal assessment seems unfair to my mind.

- (a) Indeed, account must be taken of a multitude of other important factors and that is why we are clamouring for the building of valuable tourist hotels to increase the municipal property value and also to help solve the financial problems of the municipalities and the school boards.
- (b) At this point, I would like to mention that the delegation from Ste. Cecile de Masham which went to the offices of the Federal District Commission in January 1954 outlined the situation with regard to expropriation and compensation as practised by commercial enterprises and as practised by the F.D.C. in making acquisitions for Gatineau Park.

The Hydro-Electric authorities, for example, grant generous subsidies to the dispossessed owners and on the other hand increased the municipal assessment so much that the people living in the locality are privileged from the point of view of real estate taxes imposed. They are also privileged in regard to the development of their locality, labour and local trade. Everyone would be scandalized if, after their expropriations, commercial or industrial firms demolished the properties purchased and built nothing to restore an increased value to municipal property.

Now with the work of the F.D.C. in Gatineau Park, the properties purchased have lost compensation and improvement value compared to what would have happened in the business world.

- (c) As a matter of fact, the Federal District Commission has been more preoccupied with the purchase of lands for the park than by improvement of the lands. In the brief to the Joint Committee the F.D.C. does not mention, to my knowledge, any plan of building for tourist purposes in any of the municipalities in the Park.
- (d) Apart from the planned driveways and cleaning up of the lake-shores, it seems that they have completely neglected to plan for this tourist development which is the great asset of a major privileged area like the capital.

Therefore it is absolutely necessary that the F.D.C. give serious consideration to working out in the near future the methods of compensation necessary

for the proper running of the municipalities concerned and I hope that the compensation envisaged will correspond to the extent of the problems which the F.D.C. has created or will create in the future for those municipalities, strangled as they are by that belt of the Gatineau Park.

*XV—Beautification neglected in the section of Masham belonging to the F.D.C.  
(See sub-title 1-2)*

I would like to mention here another particular case in Masham. In December 1948, the Federal District Commission bought the property of Mr. Hubert Brown. The F.D.C. allowed the municipality of the village of Wakefield to use part of the Commission's land to operate a municipal dump. That dump is situated near the public road and the surplus is beginning to fall into LaPêche River.

Now Chapter 13 of the Provincial Health Regulations of the Quebec Department of Health is entitled: "Garbage, Refuse, Rubbish and Junk". In section 3 it stipulates as follows:

No garbage dump may be established in a municipality without the permission of the Municipal Council or its Department of Health. Such a dump must be situated at least 1,800 feet from any dwelling or any source of drinking water. The surface of the dump must be covered each day with a layer of lime and each month with at least one foot of earth.

This dump is operating on F.D.C. property in Gatineau Park in violation of the Provincial Health Act. The Municipal Council of Ste. Cecile de Masham has never given permission for it to be established at that place and the municipal health office has never given notice to the municipality that it intended to give such permission and has never given its consent for this to be done so far as the municipality is aware.

The beautification of the approaches to the public road by that dump is not the sort of thing which gives an enhanced value to the municipality to compensate for the taxes it loses and is not the solution to a source of contamination of the water in LaPêche River. I leave it to the Parliamentary Committee to make some statement on the excellent co-operation of the F.D.C. in Provincial-Municipal relations in regard to this type of beautification and this respect for our provincial regulations.

*XVI—Beautification should proceed at the same rate as acquisitions.*

We should say here that we would like the beautification of Gatineau Park to proceed at the same rate as acquisitions made for development purposes and we would also like the tourist industry to proceed at the same pace. That would be, in my opinion, the best to give fair compensation to the municipalities injured or affected by the plan for Gatineau Park and its realization.

(a) With regard to beautification itself, I should point out that the F.D.C. should compensate the owners of the lands it purchases in such a way as to enable them to rebuild suitably in relation to the beautification plan for the National Capital district; that is, the F.D.C. would have to pay those people the replacement value according to present construction costs.

(b) This would enable the municipality to adopt a municipal by-law, because they would have the financial means to carry out its provisions.

*XVII—There will be no Federal District like that of District of Columbia for Washington if we are to judge by the slow manner of proceeding.*

It certainly seems to me that the Federal Parliament no longer has the intention of setting up a Federal District like that of the United States, because they would not make grants to municipalities. It seems to me that they are buying them up in blocks instead of waiting for all the empty spaces



to be filled, a state of affairs which would become excessively expensive in a long-range plan.

*XVIII—Expropriations which the F.D.C. is permitted to make are dangerous, if we judge by the purchases made to date in the Park region.*

This project of Gatineau Park in an organized area presents many more problems than if it had been established on Crown land. The way in which the F.D.C. has gone ahead in its purchases and the very low prices paid to certain farmers or former owners justify, in my opinion, the demands of all the bodies which have presented briefs opposing the request of the F.D.C. made to the Parliamentary Committee with regard to the extraordinary powers it is seeking and in particular that of expropriations. That weapon would be very dangerous in the hands of a government body whose past actions we can appreciate.

I apologize for the length of my statement, but I considered these clarifications necessary; I could point out countless particular cases to further illustrate the way in which the work is carried out by the employees in the pay of the F.D.C., but I think I have mentioned enough to open the way for a more thorough study of this whole question.

Once again, may I add that the criticisms stated here were given solely for a constructive purpose and in the utmost civic spirit, without wishing to cause prejudice to anyone or to boycott the F.D.C. or anyone else. I would mention that the school problem on the whole seems similar to the municipal problem in the park.

#### *XIX—Town planning versus finance.*

(1) We stated in the brief of the Metropolitan Council that financial problems will guide or inspire this council in any stand it takes regarding a multitude of problems raised by the work of the F.D.C.

(2) Let us suppose that instead of the F.D.C. it was the E. B. Eddy Company or another company which owned one-quarter of the land in the City of Hull. That great land-owner would pay, in return, sufficient revenue to the City of Hull to enable it to build a filtration plant, and also to do its share towards solving the problem of water pollution in the Ottawa River, would enable it to progressively expropriate the old existing houses and undertake a building program worthy of a National Capital, because the people whose land was expropriated would obtain sufficient revenue to buy such houses; it would be the same for institutions and other essential services. Is the thing possible?

Now we find that quite close to Hull the Canadian International Paper Company of Gatineau has a water system which at the present time uses about 30,000,000 gallons of water a day, ten times more than the City of Hull, and the taxes in Gatineau are lower than in the City of Hull. The institutions there are more modern also.

(3) The F.D.C., which is the big land-owner in Hull and in the Gatineau Park region, should, I think, give to the municipalities affected the value corresponding to the extent of their problems.

(4) Discussion will surely centre around the methods of compensation; since the tourist industry is a natural development of a National Capital, that could be accomplished by building for the tourist industry and failing that by the paying of grants corresponding to the municipal needs of the regions affected.

(5) If we want the beautification of a vast area, it seems to me that it is the duty of Canadian citizens who are proud of their capital to furnish those municipalities with the means of co-operating in that work



of beautification in the interest of the nation. If we also wish to set an example of harmony and national unity, it will be necessary to preserve the ethnic character of the existing population and the distinctive character of its institutions to show the Canadian people and others a particularly harmonious solution that is in keeping with the Canadian character. Therefore all possible means must be employed to bring about this state of affairs and give the municipalities the means to preserve a natural beauty of their region and to beautify their lands and harmonize their development. This development must not be hypothetical and problematical, but it must be directed.

(6) I believe that there is a large gap in the Master Plan for the National Capital and that it has not been sufficiently taken into account these local financial problems.

XX—TABLE OF F.D.C. GRANTS PAID TO THE MUNICIPALITY OF STE. CECILE DE MASHAM

Received in August 1952	\$1,054.40 for 1951	rate: 16 mills. Assess. \$ 65,900.00
Received on Oct. 15, 1953	1,120.30 for 1952	rate: 17 mills. Assess. \$ 65,900.00
Received Nov. 2, 1954	1,202.91 for 1953	rate: 17 mills. Assess. \$ 69,050.00
Received Aug. 30, 1955	1,658.48 for 1954	rate: 16 mills. Assess. \$103,650.00

According to this table, the municipality has not yet received anything to compensate for taxes in 1955 and it can be seen that the F.D.C. always pays its grants a year or rather a year and a half in arrears, for the taxpayers are required to pay in the spring of that year, whereas the F.D.C. pays them in the fall of the following year. If the F.D.C. were a taxpayer, we would be obliged to charge it interest on the arrears; it is another privilege which it has of not being taxable and of not paying interest like the rest of us small property owners. If it were taxable, the F.D.C. would be the largest taxpayer in Ste. Cecile de Masham.

That is a situation which greatly complicates the bookkeeping in the municipality of Ste. Cecile de Masham and which makes the auditing difficult.

N.B. Since the preparation of this table, the grant for 1955 has just been paid to the municipality of Ste. Cecile de Masham.

XXI—TABLE OF GRANTS PAID BY THE F.D.C. TO THE SCHOOL COMMISSION OF STE. CECILE DE MASHAM

<i>Date received:</i>	<i>Period covered:</i>	<i>Amount received:</i>
August 5, 1952	1951-52	\$1,867.50
October 23, 1953	1952-53	1,544.38
November 2, 1954	1953-54	1,988.63
October 4, 1955	1954-55	2,267.50

As can be seen in the above table, no grant was paid during the school year 1950-51. That situation does not seem right to me, because six months of 1951 were not covered by grants, whereas the F.D.C. covered that year completely for purposes of municipal grants.

Here, too we find the same delay as with the municipal grants, and the same inconveniences. On the other hand, we note the same privileged position of the F.D.C. of paying no interest and paying one year and a half later than the taxpayers of the locality are required to pay.

N.B. Since the preparation of the above table, the 1955 grant has been paid to the municipality of Ste. Cecile de Masham.

XXII—Wakefield, R.R. No. 1, March 7, 1956.

Mr. J. Handy, Sec.,  
Federal District Commission,  
291 Carling Ave.,  
Ottawa, Ontario.

Dear Sir:

On behalf of the Board of Trade of Ste. Cecile de Masham, I am happy to thank you for the kind welcome and comprehensive interview which the Federal District Commission granted the Committee of the Board of Trade in your offices on Friday, February last.

This Committee comprised Rev. A. Benoit, parish priest, Hilaire Gauvreau, president of the Board of Trade and the undersigned, secretary of the said board.

The members of the F.D.C. asked the Committee to write you the reasons why the Committee wishes a piece of land at the north of Lac Philippe belonging to the F.D.C. The object of this land chosen in the municipality of Ste. Cecile de Masham would be to attract a commercial firm to build a modern tourist hotel worth more than a million dollars.

The mains reasons are as follows:

(1) There is no licensed hotel in Masham nor any other hostelry capable of accommodating visitors and tourists.

(2) There is no first-class tourist accommodation in the Gatineau, nor in the national park adjoining the capital of the country.

(3) The municipality of Masham is anxious to promote its own development in relation with that of the Gatineau Park.

(4) Lac Philippe is already acquiring an international reputation and it needs a place where it can properly receive its visitors.

(5) All the authorities of Ste. Cecile de Masham and the Municipality in particular, as well as the Metropolitan Council of Western Quebec and l'Union des Chambres de Commerce de l'ouest du Québec support this movement for promoting tourism in the locality.

(6) The construction of a swimming pool right on the site of the hotel would obviate for the hotel visitors the inconvenience of the public on the beach, that is, it would not upset the arrangement of a huge public beach which is already in progress.

(7) The Lac Philippe site is the ideal spot because it offers a magnificent natural landscape of the utmost beauty; the panoramic view of that lake nestling in the mountains.

(8) The site offers many advantages such as a natural beach, land that is easy to grate, easy to fix up for summer sports (tennis, ball games, etc....); the lake offers the advantages of swimming, boating and fishing. Its mountains are a natural asset which can easily provide access for winter sports.

(9) This luxurious holiday spot will soon be very easy to reach by road. On the one hand the road from Masham to Wakefield is under construction; it is very picturesque and will be still more so when the F.D.C. has erected a covered bridge over the La Pêche River, which it will soon do. On the other hand, according to the plans drawn up by the F.D.C., another no less imposing road will soon connect that place to the capital. It will run a shorter distance, some 18 miles from Hull.

(10) A hotel erected there would become an ideal spot for the visitors of our country and from our Federal Government. It might become a place for picnics or again for national or international conventions.

(11) The development of Gatineau Park has had an unfortunate effect on the development of Ste. Cecile de Masham. As a matter of fact about one-third of the municipality now belongs to the Federal District Commission. Its forest reserves no longer belong to it, and its two sawmills are on the point of closing down. A considerable part of its agricultural industry has been wiped out, its local trade has declined, several of its businessmen have had their businesses jeopardized by the exodus of the population from the land sold. The municipal and school institutions have had a decline in real estate value to date in the park grounds. Progress and development through the building of summer cottages have been halted.

(12) The erection of a hotel with a real estate value of more than one million dollars would be considered a fair compensation for the disruption caused by the development of Gatineau Park.

(13) In addition to the advantage it would entail of contributing to the development of tourism and of Gatineau Park, this hotel would at the same time be a source of income for the municipality in the School Commission which would enable them to develop in step with the National Capital region.

(14) This tourist hotel would also employ a certain proportion of local labour, which would further help the population and local trade.

(15) The construction of such a hotel would give a new direction to the economy of the place and would also enable it to co-operate more closely to the aims of the Federal District Commission.

Many other reasons could be added, but space does not permit. To achieve its aims, the Board of Trade needs the help of the F.D.C. in carrying out this projet which it cherishes for the harmonious development of Masham. We believe that this development will complement the F.D.C.'s work of embellishment in Gatineau Park, making it worthy of the National Capital; it will also enable the municipality to live decently and to make progress.

We solicit your kind attention to this letter and hope that you will help us achieve the goal we have set for the benefit of all parties concerned.

Yours sincerely,

J. Matte, D.M.V. Sec.-Treas.,  
Wakefield, R.R. No. 1, P.Q.  
for the  
Board of Trade of  
Ste. Cecile de Masham.

N.B. This letter is written pursuant to resolution No. 3 of the meeting of the Board of Trade of Ste. Cecile de Masham held February 10, 1956. Passed unanimously.

*XXIII—Report of the Secretary of the Delegation of Ste. Cecile de Masham to the F.D.C. on January 25, 1954 re: the concern in Masham caused by the project of the Gatineau Park development and its consequences.*

The following is a memorandum which the undersigned had drawn up immediately on his return from the delegation, this memorandum had been certified as correct the day following that event and as dealing with the answers to questions asked of the F.D.C.

"A delegation comprising Father Benoit, Mr. Godfroid Bélisle, Chairman of the School Commission, Mr. Arthur Sincennes, Mayor, Mr. Thomas Gosselin, President of the Board of Trade and Dr. J. Matte, Secretary Treasurer went on Monday, January 25, 1954 to the Federal District Commission offices in Ottawa.



"The delegation wished to make inquiries about the plans of the F.D.C. in Ste. Cecile de Masham for the development of Gatineau Park and wished also to state the problems arising from the carrying out of that plan. Mr. Cram, secretary of the F.D.C., replied to the delegation that practically all the properties for the development of Gatineau Park were purchased; this constitutes more than one-quarter of the municipality of Ste. Cecile de Masham, if we keep strictly to the Richards plan of beautification.

"However, the F.D.C. is studying the extra cost of expenditures which would be necessary to the Greber Plan were used for the development of Gatineau Park. The Greber Plan would include more than half, nay, approximately two-thirds of the Parish of Ste. Cecile de Masham. The Secretary of the F.D.C. stated that it was found to be too costly to carry out the latter plan and the F.D.C. would not do so but would adhere strictly to the Richards Plan; this was reassuring to the delegation which protested vigorously against the implementation of the Greber Plan.

"On the other hand, the municipality and school commission of Ste Cecile de Masham will not receive grants to compensate for the losses of taxes before 1951, since at that time there was nothing on the statutes to compel that Federal District Commission to reimburse the above-mentioned local organizations. As far as the church is concerned, the F.D.C. is not provided any compensation. The latter has not foreseen, it seems, the situation which is becoming more complicated for the future of local bodies.

"Neither has the F.D.C. studied the question of the decreasing municipal assessment which occurs after it has bought the farms; this difference in assessment is the result of demolition of farm buildings and the almost complete abandonment of cultivation of those farms acquired. This municipal devaluation leads automatically to a reduction of grants in lieu of taxes formerly collected from those properties. Mr. Cram took note of those facts for future studies.

"With regard to the purchase of the properties necessary for carrying out their plan, the F.D.C. has not seen fit to offer compensation more generous or at least as generous as that offered by certain companies which are buying land for the construction of a dam. These companies, besides decently compensating the property owners concerned, are constructing buildings or dams which increase the municipal assessment of the region concerned and thereby increase the revenues based on the real estate tax. The same is true of the grants which most of the companies give to the church.

"The F.D.C. was not able to do anything more than deplore the lamentable situation of a certain property owner who, as he was not able to obtain sufficient money from the sale of his land to the F.D.C., was obliged to turn to the municipality in order that he could continue to live a while waiting for his old age pension. (The case of Mr. A. Philippe gives everyone the impression that the F.D.C. agents took advantage of his naïveté).

"From the statements of Mr. Cram we learned that no further development of tourist building will be possible around the lakes acquired. 'We are not buying any farms fit for agriculture', he stated, although it was pointed out to him that there were several which had been bought. There are about 30 farms where families formerly lived on the produce of their farm, although several included some logging to ensure greater success in the operation of their farms.

"We received a promise that the attention of the F.D.C. would be drawn to the plague of weeds on the farms purchased by the Commission; this nuisance is due to the abandonment of those cultivable lands and constitutes a threat to the operation of a number of neighbouring farms.

"Finally we were promised that in the near future someone from the F.D.C. Information Service would be sent out to show our people motion pictures on

the Federal District as it is planned; it will be presented in French for our population. (Commentaries to be added then)

"The delegation returned from its interview more convinced than ever that the integrity of the territory of Ste Cecile de Masham included in the Gatineau Park development has been most seriously undermined and that the program of propaganda is continuing more intensely than ever without too much concern being shown for what will happen to our local organizations as a result of the implementation of the plan."

The foregoing closely follows the notes I took at that time as secretary of the delegation, with the exception of the parenthesis which I added.

One of the chief reasons why the Masham delegation took action at that time was that the plans were being made for the completion of the church in Ste. Cecile de Masham, but the parochial organizations were uneasy about an expenditure of approximately \$65,000 if an encroachment was to be made into the territory of Ste. Cecile de Masham; in that case such an expenditure could not be justified. The same was true for certain other local projects and the future orientation of the place.

J. Matte, Sec.-Treas.

#### XXIV—*Property Acquisitions by the F.D.C. for the Gatineau National Park*

##### (1) *Rate based on the municipal assessment and the total real value.*

I do not think it would be a good policy to make a survey (at the County Registry Office) of the prices paid by individuals for properties purchased in the municipalities concerned in the Park, or more precisely the municipalities lying within the boundaries of the Park, for purposes of comparison with prices paid at the same time by the F.D.C.

In most of those municipalities it was the F.D.C. who was the big buyer and the scale of comparison between individual buyers would not give a fair idea, especially since most of the time the properties have no equal values among themselves. For that reason I would think that nothing would be fairer than to use the municipal assessment in effect in each of those municipalities to determine the value of compensations paid to former owners.

Each municipality has its own sworn assessors who go through the district making their estimates of each property in their municipality. After they have done that, they make an assessment roll; this assessment roll is put into effect after a notice of at least thirty days stipulating that it would be examined and that all the property owners concerned were entitled to consult it and make the necessary legal representations if, on the roll prepared, the scale of values given, based on the assessment of real values, was not comparable to those of all other properties in the said municipalities.

The scale of the real value used represents a certain percentage of the real value which very often varies from one municipality to another. But the assessors and the Municipal Council are most often in a position to state, for example, that the rate of assessment used represents such and such a percentage of the real value.

Let us say for example that in Ste. Cecile de Masham this rate is recognized by the assessors as being fairest when it is approximately one-third of the real value. With human judgment and the human eye the property is assessed as fairly as possible according to the zoning system and according to the facilities offered the various property owners. The assessors say that they are kept between the limits of 25 per cent and 35 per cent of the real value in their scale of assessment, giving an average of 33 per cent of the real value.

##### 2—*Rate based on the replacement value.*

In the acquisition of properties for the completion of the Gatineau Park plan, the Commission deals with all sorts of owners. There are some who find



the real value suitable for their property, because they intend to sell, for example, or they work in town, or are too old, and wish to leave or sell their properties, or for a host of other reasons. For most of these owners the rate based on the real value is just what they want and suits their purposes.

However, there is another class of owners for whom the rate based on the real value will not be suitable; they will need a new rate which takes into account the replacement value in addition to the real value. This can best be illustrated by the examples. Let us say for example that a certain farmer has a farm with a maximum real value of \$7,000, so estimated either because he is far from a center or because his land is poor or again because his buildings need repairs; but on the other hand this farmer is a good manager and he lives on the produce of his land. That same farmer, finding himself within the boundaries of Gatineau Park, will be obliged to move, because of the Park. He is in good health and has family labour available and wishes to continue to cultivate or operate a farm because that is the only occupation he knows. That farmer does not wish to sell, because he will no longer have the means to buy himself a suitable farm and pay his moving expenses in addition. If he sells, it is understood that he sells to better himself, otherwise he prefers to hold on to the heritage he now possesses for want of something better.

The same principle applies in a host of other concrete examples which could be given. Taking these factors into account, we are better able to establish a term of comparison coming very close to the truth in the scale of assessed values for acquisition by the F.D.C. in carrying out its plan for Gatineau National Park.

### *3—Present situation with regard to the rate used.*

Taking the year 1948 as a basis, I have already established that the average paid in Ste. Cecile de Masham for farms was twice the municipal assessment; however that average did not correspond to the real value.

I have also established that the average paid by the F.D.C. the same year for summer properties purchased at Lac Philippe were  $5\frac{1}{2}$  times the municipal assessment. It is apparent from this that the farmer residents at that time certainly did not receive the same as the cottagers.

It would be interesting to know the rate of assessment of the other municipalities included in the park project and to draw up a comparison of the prices paid by the F.D.C. to those various property owners. I am inclined to believe that there is a certain favoritism shown by the F.D.C. in their purchases towards certain classes of owners.

It would be interesting, for example, to find out the prices paid in Hull West, Eardley, Hull South and Onslow in comparison with the assessment rate for those municipalities and also that used in Ste. Cecile de Masham. Those figures, which the F.D.C. should make public, would enable the members of the Parliamentary Committee better to establish a suitable comparison in their inquiry or their review of the work accomplished by the Federal District Commission.

It would also be interesting to know whether the F.D.C. is going to take the necessary steps to correct that state of affairs and place the former owners on the same footing for treatment and also establish a suitable scale of compensation for the future for all municipalities and all owners of land within the boundaries of the projected park.

It would also be interesting to compare those various rates paid with those which the Exchequer Court awards in cases of expropriation, in comparison with municipal assessments of the properties expropriated.



#### 4—Regional Municipal Council suggested:

(a) *Its work through the intermediary of the member municipalities.*

At this stage of my statement, I wonder if it would not be appropriate to create a council of all those municipalities, a council which would supervise and direct the purchase of properties. Such a council would recommend that the prices to be paid for each property and the municipalities would be charged by that council with the task of making the transactions and expropriating if necessary.

The municipalities would expropriate for that council and would be sharing to a larger extent in the work of the F.D.C.

(b) *Democratic system which should help solve the question of proportionate representation within the F.D.C.*

I would think that this system would be better than the one already proposed of giving that right to the F.D.C.; a right which some wish to ask the Supreme Court of Canada to clarify. The procedure which I am suggesting would be more democratic, I believe, and would be more popular because it would be carried out by the elected representatives by the people concerned.

This method of settling the problem would greatly contribute to the settlement of another at the same time, namely that of fair representation on the F.D.C. and on all its committees. The municipalities would be the arm of action of the F.D.C. and then they could no longer claim that their rights are injured because they would be participating closely in carrying out the plans that have been drawn up.

Since the F.D.C. is the biggest land-owner, the municipalities ought to be able to receive all the grants necessary to supervise the implementation of the Master Plan of embellishment and ought also to receive all the grants necessary for the establishment of all their local municipal services and for the solution of their town planning and beautification problems.

Indeed, the municipal budgets and the real estate tax have gradually increased and the municipalities at the present time are not receiving the necessary revenues to deal with their problems, much less to carry out the beautification according to the Master Plan of Mr. Jacques Gréber.

On the other hand, if the municipalities received grants corresponding to their needs, I do not believe that all the objections which are raised to their expansion would have any foundation. For example, I do not think that the City of Hull would offer such strong opposition to the Green Belt projects and would not work so hard for its industrial expansion if it received all the money necessary for its administration and prosperity. The same would hold true for all the other municipalities in the National Capital District and in Gatineau Park.

#### XXV—Table illustrating the increase in the Municipal Budget since 1940. Commentary on Table and on Municipal Difficulties.

Rate of municipal taxation including the real estate tax and special road tax:

1940:	9	mills (or 0.90 per 100 dollars of taxable assessment)
1941:	9	mills (or 0.90 per 100 dollars of taxable assessment)
1942:	11	mills (or 0.90 per 100 dollars of taxable assessment)
1943:	11	mills (or 0.90 per 100 dollars of taxable assessment)
1944:	13	mills (or 0.90 per 100 dollars of taxable assessment)
1945:	13	mills (or 0.90 per 100 dollars of taxable assessment)
1946:	13	mills (or 0.90 per 100 dollars of taxable assessment)
1947:	13	mills (or 0.90 per 100 dollars of taxable assessment)
1948:	14.5	mills (or 0.90 per 100 dollars of taxable assessment)
1949:	15.5	mills (or 0.90 per 100 dollars of taxable assessment)
1950:	16	mills (or 0.90 per 100 dollars of taxable assessment)
1951:	16	mills (or 0.90 per 100 dollars of taxable assessment)

1952:	16	mills (or 0.90 per 100 dollars of taxable assessment)
1953:	17	mills (or 0.90 per 100 dollars of taxable assessment)
1954:	16	mills (or 0.90 per 100 dollars of taxable assessment)
1955:	17	mills (or 0.90 per 100 dollars of taxable assessment)
1956:	17	mills (or 0.90 per 100 dollars of taxable assessment)

If the municipal tax rates have almost doubled since 1940, we find on the other hand that the municipal assessment has also increased, without any new municipal service having been inaugurated with the exception of a fire pump trailer and a fire-truck. But the Fire Protection Service is on a voluntary basis; that is, it is supplied by a volunteer fire brigade.

In 1942 the taxable municipal assessment was \$447,550, whereas in 1955 it had increased to \$644,325. The amount of taxation required in 1942 was \$4,923.05, while in 1955 it was \$11,597.85, out of a budget of \$19,010. The balance between the amount of taxation required and the budget is made up by the payment of grants, for example, the F.D.C. grant of \$1,658 and special grants such as winter grants, etc.

It should also be mentioned that in 1942 the municipal roads were not all kept open for motor traffic in winter, whereas now practically all the municipal roads are kept up in winter.

On the other hand, the volume of highway traffic has increased to such an extent that, despite the increase in the local budget, that budget is not sufficient to cope with the problems of road maintenance, let alone take into account the fact that it will be necessary to think of improving the roads system. But where shall we get the funds necessary for that purpose?

The revenue in the form of grants from the third of the municipality owned by the F.D.C. is far from sufficient to meet that problem. In 1942, that part of the municipality now belonging to the F.D.C., brought in a revenue amounting to about 15 per cent of the taxes collected in the municipality, whereas in 1955, the grant received compensated for less than 9 per cent of the taxes lost. The municipal assessment, too, was correspondingly decreased.

XXVI—Table illustrating the increase in the school budget since 1939-1940; Commentaries on table and on school difficulties in *Ste. Cecile de Masham*.

School tax rate:

1939-40	5 mills
1940-41	5 "
1941-42	7 "
1942-43	8 "
1943-44	10 "
1944-45	13 "
1945-46	15 "
1946-47	15 "
1947-48	15 "
1948-49	15 "
1949-50	20 "
1950-51	25 "
1951-52	30 "
1952-53	25 "
1953-54	30 "
1954-55	25 "
1955-56	27 "

The above tax rates, moreover, do not include the monthly payments made necessary in recent years to help lower the above tax rates. According to the table, the tax rates have increased 5 and 6 times.

In 1941-42, the municipal assessment in the area covered by the School Commission was \$415,915; by 1954-55 that this had risen to \$607,588. In 1941-42 the school tax yielded the sum of \$2,911.42, whereas in 1954-55 that tax brought in \$15,189.78. The school budget for 1954-55 was around \$36,000; the rest of the budget was made up by provincial grants to the teaching staffs and the F.D.C. grant of \$1,988.63 received on November 2, 1954 for the school year 1953-54. I already explained in another table that the F.D.C. grant is always received more than a year in arrears.

This shortage of revenue is not a problem which is peculiar to Masham, but it is felt in Masham with particular acuteness. The school commissioners are forced to achieve miracles of economy to balance their budget and to keep it down as low as they do, when one considers that there are more than 400 children attending the schools and that they are increasing now at the rate of 50 children a year.

I would like to compare that situation with the one in Masson, where there are 300 children attending the schools and their budget is in the neighborhood of \$100,000; they have at least one-third more classrooms available. Neither the assessments nor the tax rates have gone up as in Masham, since the MacLaren Company alone paid about 90% of the taxes.

Here it should be noted how urgently Ste. Cecile de Masham wishes to see the tourist industry developed by the F.D.C. in order to help Masham solve its financial problems. On analyzing the situation we come to the conclusion that there is an urgent need for a difficult financial system to be set up in the F.D.C. for beautification purposes. The park land included in Masham contains incomparable natural beauty spots which must be exploited for the benefit of Masham.

## XXVII—*Problems arising from the Gatineau Park in Masham*

### *A—Brief survey of the situation prior to the acquisitions of the F.D.C.*

It is not my intention to make a survey including all the figures, facts and shortcomings of the past, but I simply wish to point out that prior to the Gatineau Park project that part of Masham containing one-third of the registered lots in the municipality had remained undeveloped, since the third only contributed 15% of the municipal budget while the rest of the municipality contributed 85%. This was the state of affairs before the last World War.

However, according to old-timers of the locality, it seems that at the beginning of the century that part of Masham was one of the most important in the locality and whole generations lived there under financial conditions that were normal for them at that time, supporting themselves by agriculture plus some logging. At that time that region contributed more than 40% of the municipal budget.

The coming of our era of modern progress with mechanization changed the advantageous conditions of that area into disadvantageous ones with respect to the road system and means of communications. The road to the lakes (via Lac Philippe) to Wright and Bytown became obsolete because it was too long and too difficult to rebuild or improve, in my opinion; at the same time a north-south road was built along the Gatineau River. A road north from La Pêche River connecting Masham to that new highway was constructed (1925-29); this took place all the more quickly because the MacLaren Company was operating a water mill near Wakefield. That mill met a need of local agriculture, as the railway lines passing through Wakefield also justified the development of communications toward that place.

Mention must also be made of the fact that Ste. Cecile de Masham also developed along the route of La Pêche River which empties into the Gatineau at Wakefield. On the other hand it must not be forgotten that in those far-off times there was no question of developing the tourist industry.



From these brief observations it is possible to form an opinion that, following a brilliant development, the territory of Masham lying within the Park suddenly found itself in a disadvantageous position with relation to the new development and to the orientation of the communications system.

Although this territory of Masham lying within the park lost some of its value to the municipality, another factor came to give it greater importance and increase its real value. It was the plan for a National Capital district to include Gatineau National Park. This territory, with its great wealth of natural beauty in proximity to the capital, was destined to have eventually a tourist development as yet not assessed or estimated.

### PREDICTIONS FOR THE FUTURE

#### *B—Present situation with the present F.D.C. compensation.*

Although the exploitation of the natural beauties becomes a matter of increased importance in the region around a major capital, the assessment of those natural beauty spots for tax purposes and purposes of assistance to localities has declined owing to the fact that the F.D.C. is a non-taxable government body which from 1940-51 has given almost no compensation to the locality and which today is giving compensation based on a present assessment of a property whose real estate value is reduced to its simplest terms. The proof of these facts is found under the heading of factors determining the compensations received for losses suffered (by the municipality).

Here is a place where I think the situation should be analyzed and an attempt to remedy it in the best interests of this locality.

#### *Improved system of compensation*

I have suggested the exploitation of tourism with the existence of modern hotel accommodation and tourist construction having a large taxable real estate value or a system of federal grants tailored to local needs and the natural conditions of development in this territory situated close to the National Capital with all the development that could normally be expected.

I also showed briefly in the municipal and school taxation table that at the present time the system of taxation and the revenues coming from local taxpayers were inadequate and that those taxpayers were taxed almost to the taxable limit, if not beyond it. I think it is futile to think of the embellishment of our region if we count on the present revenue of the local bodies; that same holds true for the solution of the town planning problem.

The remedies or solutions to those problems will therefore have to depend largely on the development of Gatineau Park and on the monies which the F.D.C. may grant for that purpose.

I also suggested a system of compensation for individual properties purchased, the system to be based on the real value of those properties; the real value will be found useful and necessary when considering the rate of municipal assessment in force and will also be based on the replacement value.

(3) *Some factors which point to a brilliant future with the co-operation of the F.D.C.*

I might add that Masham wishes to co-operate with the F.D.C. for its harmonious development.

The anticipated co-operation between those bodies will be such as to enable the municipality to develop in harmony with the Master Plan for the National Capital, provided that Masham receives a system of compensation permitting it to carry out such development.

Leaving aside the question of municipal and school services, let us consider local development in the field of trade and of building for residential, tourist and agricultural purposes.

There again, I perceive currents of local public opinion which might give rise to a brilliant and harmonious future. Already some local organizations are making studies with a view to the opening of new streets around the centre of the parish. Certain studies are also being made among the membership of the U.C.C. and the Farmers' organization with respect to the improvement of the agricultural or horticultural industry. Indeed it has been found, for example, that the local market is being invaded by dairies from the capital; one dairy alone is said to be selling during the summer season an average of 2,000 quarts of milk a day in the region, yet no farmer in the area is supplying milk to that dairy. That local increase will become more pronounced in the future as the anticipated development takes place in the fields of house-building and tourism. If public opinion is sufficiently aroused, it seems that the agricultural class will increase the value of its operations, as it will have a local market capable of absorbing its production.

Public opinion is already calling for an increase in the tourist industry as the natural industry of the locality; the industry will be based on what the locality can offer in the way of natural beauty, and also its privileged situation close to the National Capital and in the National Capital District according to the Greber plan.

From the foregoing, I think it is permissible to contemplate a brilliant future, counting on co-operation between the municipal bodies and the F.D.C.; such co-operation, however, will only be possible if certain conditions of compensation are improved and made adequate to meet requirements.

#### REPLY TO THE BIGGEST OBJECTION TO MY REPORT

This objection is current among the officials of the F.D.C. and has spread to a large part of the population of Masham.

The objection may be summed up thus: the people want to sell to the Park.

That is true from the standpoint of the taxpayers, because their taxes are too high; on that question, I refer you to the table of municipal and school taxes. The agents try on the other hand to prove that the people are doomed to a backward stage of development that will place them in an extricable position of local under-development and future debts and that will reduce them to extreme poverty.

The answer to those very serious objections is found in Article XXVII: Pre-existing conditions, present conditions with present compensation of the F.D.C., but also those points which make it possible to predict a brilliant future. However, it will always be possible to find exceptions or particular cases to confirm those general observations.

Answer to the questions asked on May 11, 1956 by the members of the Joint Parliamentary Committee following the brief presented by the Metropolitan Council for Western Quebec and additional information regarding the present situation in Ste. Cecile de Masham and in Gatineau Park. Suggestions.

#### SUMMARY

- I—Explanation of the circumstances surrounding the brief already presented. Meaning given by the author or authors concerned to the questions asked at the time the brief was actually being prepared. Explanation of the texts themselves. (pages 1 and 2)
- II—First question asked: distinction to be made. (pages 2, 3 and 4)
  - A—Grant received from the F.D.C. represents the taxes based on the present assessment.
  - B—F.D.C. grant does not represent the taxes lost:
    - 1—Demolished buildings are not assessed by the municipality. Documentary table.

- 2—Assessment of demolished buildings is contrary to the municipal code.
- 3—No municipal re-assessment of F.D.C. properties before 1953. As the F.D.C. paid no grants before 1951, the municipality saw no justification for regular re-assessment from 1940 to 1951 of those non-taxable properties, because they were superfluous municipal expenditures.
- III—Losses from 1940-51 cannot be determined exactly for the following reasons (pages 4, 5, and 6)
  - 1—No municipal re-assessment of F.D.C. properties from 1938-53.
  - 2—Change of municipal assessment with the change in rate based on real value during the period mentioned.
  - 3—Factor affecting the total of the loss mentioned. Table produced.
- IV—"Development" factor must be taken into account in assessing the losses suffered. (pages 6, 7 and 8).
  - 1—No industrial development, for tourists or not, permitted in the park to date. Decline of real estate value in the park.
  - 2—Development of tourism outside the park.
  - 3—Findings and requests for tourist industry by Masham. Reasons for those requests.
- V—Reply to the statement made by Mr. Hay at the presentation of the brief from the Metropolitan Council: that the municipal assessment rate has been equal for all the properties in Ste. Cecile de Masham since 1953, whether for F.D.C. properties or not. There is no specially increased rate for F.D.C. properties for the purpose of larger grants. (See pages 8 and 9)
- VI—Pressures exerted in acquisitions by the F.D.C. (See pages 8, 10 and 11)
- VII—The particularly sad case pointed out, that of the "Chateau Philippe". (See page 11)
- VIII—Delegation from Ste. Cecile de Masham to the F.D.C. on January 25, 1954. Questions asked: (See pages 11, 12 and 13)
  - 1—Arable lands. Answer: Richards Plan.
  - 2—The Philippe case.
  - 3—Unaccountable situation in comparison with the aim of the Greber Plan stated on page 14 of the 1950 General Report.
- IX—Situation of Gatineau Park. (See pages 13 and 14).
- X—Answer concerning taxes of properties rented by the F.D.C.: no municipal by-law imposing a tenant's tax. (See page 14).
- XI—Limited information about acquisitions made in 1955-56 in Masham. Situation. (See pages 14 and 15).
- XII—Interesting questions re certain situations not cleared up. (See pages 15 and 16).
- XIII—Improve the present system of compensation. (See pages 16, 17 and 18).
  - 1—Comparison of the Park with the Green Belt.
  - 2—Take into account the free expansion of the municipalities:
    - (a) If it is planned to have a Federal District like the one in Washington.
    - (b) If there is to be a National Capital District.
  - 3—Municipal development paralyzed by the F.D.C.
  - 4—Municipalities injured to date.
- XIV—Re-adjustment in the system of compensation:
  - A—By construction of tourist hotels.
  - B—Example of compensation by industries in other localities.



- C—F.D.C. more preoccupied to date with purchases of land than with actual improvement of such land.
- D—Development of tourism has been neglected. (See pages 18, 19 and 20).
- XV—Beautification neglected in the section of Masham belonging to the F.D.C. (See pages 20 and 21).
- 1—Chateau Philippe already mentioned.
  - 2—Wakefield municipal dump on F.D.C. property in the park in violation of provincial and municipal laws.
- XVI—Beautification should proceed at the same pace as acquisitions:
- A—Pay individuals more for their properties so they can rebuild and beautify at the same time.
  - B—The municipalities would then be in a better position to pass municipal by-laws for beautification, building and zoning (See page 21).
- XVII—There will not be a Federal District like the District of Columbia at Washington if we are to judge by the slow manner of proceeding. (See page 21).
- XVIII—The expropriations permitted in the F.D.C. are said to be dangerous if we judge by the purchases made to date in the park area. (See pages 21 and 22).
- XIX—TOWN PLANNING VS. FINANCE—(See pages 22 and 23).
- 1—The financial problems of the municipalities will dictate the attitude of the Metropolitan Council towards problems raised by the F.D.C.
  - 2—Case where a commercial firm is the biggest property owner. Example.
  - 3—F.D.C., biggest property owner, should grant funds in proportion to the problems of the municipalities concerned (municipal services, bridges, level crossing, water pollution, beautification, etc...)
  - 4—Method of compensation:
    - (a) By tourist industry or
    - (b) by grants corresponding to municipal and local needs.
  - 5—Pre-requisites for beautification program.
  - 6—Serious oversight in not having provided sufficiently for local financial problems.
- XX—Table of F.D.C. grants to the municipality of Ste. Cecile de Masham and comments. (See page 24).
- XXI—Table of F.D.C. grants to the Ste. Cecile de Masham School Commission and comments. (See page 25).
- XXII—Text of the letter from Masham to the F.D.C. regarding request for tourist hotel. (See pages 26, 27 and 28).
- XXIII—Report of the secretary of the delegation of Ste. Cecile de Masham to the F.D.C. on January 25, 1954. Subject: Concern caused in Masham by the plan for the development of Gatineau Park and the consequences of that plan. (See pages 29, 30 and 31).
- XXIV—PROPERTY ACQUISITIONS BY THE F.D.C. TO CREATE THE GATINEAU NATIONAL PARK. (See pages 31, 32 and 34).
- 1—A rate based on municipal assessment and total real value.
  - 2—Rate based on replacement value.
  - 3—Present situation with regard to rate used.
  - 4—Regional municipal Council suggested:
    - (a) To work through the member-municipalities.

- (b) Democratic system to help solve the question of proportionate representation on the F.D.C.

XXV—Table illustrating the increase in the municipal budget of Ste. Cecile de Masham since 1940. Comments on table and on municipal difficulties. (See pages 32, 33, 35, 36 and 37).

XXVI—Table illustrating increase in school budget since 1939-40. Comments on table and on school difficulties in Ste. Cecile de Masham. (See pages 37 and 38).

XXVII—PROBLEM OF GATINEAU PARK IN MASHAM (See pages 38, 39, 40, 41 and 42).

A—Brief survey of situation prior to F.D.C. acquisitions.

B—Present situation with present compensations of the F.D.C.

C—Predictions for future:

1—With present system of compensation

2—With an improved system of compensation suggested.

3—A few factors pointing to a brilliant future with the F.D.C.

XXVIII—Conclusion: There are a host of other data and tables which could be presented, but it would be too onerous an undertaking and indeed too much for a voluntary job.

J. MATTE,  
*Secretary-Treasurer.*









Canada Federal District Commission, Joint  
Committee of the Senate and the House  
of Commons on the  
THIRD SESSION—TWENTY-SECOND PARLIAMENT

1956



Joint Committee of the Senate and the House of Commons  
on the

# FEDERAL DISTRICT COMMISSION

*Joint Chairmen:*—The Honourable Senator F. W. Gershaw  
and

Mr. Armand Dumas, M.P.

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MINUTES OF PROCEEDINGS

No. 20

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THURSDAY, JULY 26, 1956

MONDAY, JULY 30, 1956

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INCLUDING SECOND AND LAST REPORT TO PARLIAMENT

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## MEMBERSHIP OF THE COMMITTEE FROM THE SENATE

Honourable Senator F. W. Gershaw, *Joint Chairman*,  
and Honourable Senators

Aseltine, W. M.  
Bishop, Charles L.  
Cameron, Donald  
Connolly, J. J. (*Ottawa West*)  
Connolly, H. J. (*Halifax*)

Croll, David A.  
Dessureault, J. M.  
Lambert, Norman P.  
Reid, Thomas  
Wilson, Cairine R.

## MEMBERSHIP OF THE COMMITTEE FROM THE HOUSE OF COMMONS

Mr. Armand Dumas, *Joint Chairman*,  
Miss Aitken, Margaret  
and Messrs.

Blair, W. G.  
Buchanan, W.  
Caron, A.  
Ellis, Claude  
Fraser, Alan (*St. John's East*)  
Gour, J. O. (*Russell*)  
Harkness, D. S.  
Houck, W. L.  
Leduc, R. (*Gatineau*)

\*Low, Solon  
Mang, H. P.  
McIlraith, G. J.  
Nowlan, G.  
Philpott, E.  
Richard, J. T. (*Ottawa East*)  
Robichaud, H. J.  
Weselak, A. B.

Antoine Chassé,  
*Clerk of the Committee.*

\*Mr. Low returned to the Committee on July 28, 1956, to replace Mr. Hansell.

### CORRIGENDUM

The first answer appearing on page 206, line 10, should be changed to read as follows:

A.—That is what we asked, that we be given authority to purchase very comprehensive and extensive blocks of land, because we felt that some of the money we are spending in contributions to municipal water and sewage extensions is on an uneconomic foundation. If the limit of extension of municipal services of the city should not be settled, all the funds we contribute for this purpose inevitably will be spent and we will have to repeat the process of assisting in the expansion of services all over again. So the first thing is to deal with the boundaries of the Green Belt so we can know something definite.

SATURDAY, July 30, 1956.

*Ordered*,—That the name of Mr. Low be substituted for that of Mr. Hansell on the said Committee.

*Attest*.

LEON J. RAYMOND,  
*Clerk of the House.*





## MINUTES OF PROCEEDINGS

THE SENATE, ROOM 368

THURSDAY, July 26, 1956.

The Joint Committee of the Senate and the House of Commons, appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the Plan for the National Capital, met *in camera* at 3:00 o'clock p.m. The Joint Chairman for the House of Commons, Mr. Armand Dumas, M.P., presided.

*Present:*

*The Senate:* Honourable Senators Bishop, Connolly (*Ottawa West*), and Wilson.

*The House of Commons:* Messrs. Caron, Coldwell, Dumas, Harkness, Leduc (*Gatineau*), Mang, McIlraith, Nowlan, Philpott, and Robichaud.

The Committee reviewed the evidence heard in the last few months and discussed the project of a Report to Parliament.

On motion of Mr. Philpott, it was agreed that the Joint Chairman for the House of Commons, Mr. Armand Dumas, M.P., proceed to the drafting of a Final Report and submit same to the Committee at the earliest possible time.

At 3:25 o'clock p.m. the Committee adjourned to the call of the Chair.

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MONDAY, July 30, 1956.

The Committee met *in camera* at 3:00 o'clock p.m. The Joint Chairman for the House of Commons, Mr. Armand Dumas, M.P., presided.

*Present:*

*The Senate:* Honourable Senators Bishop, Connolly (*Ottawa West*), and Lambert.

*The House of Commons:* Messrs. Blair, Caron, Dumas, Gour (*Russell*), Harkness, Houck, Leduc (*Gatineau*), Low, McIlraith, Nowlan, Philpott, Richard (*Ottawa East*), and Robichaud.

The presiding Chairman submitted a draft report for the consideration of the Committee. After some discussion and a few revisions, on motion of Mr. Philpott, seconded by Mr. Low, the said draft report, as revised, was adopted and ordered to be presented to Parliament as the Second and Final Report.

On motion of Senator Lambert, a vote of thanks was unanimously passed to the presiding Chairman, Mr. Armand Dumas, for his work on the Report.

At 5:40 o'clock p.m. the Committee adjourned *sine die*.

Antoine Chassé,  
Clerk of the Committee.



## REPORT TO THE SENATE AND HOUSE OF COMMONS

WEDNESDAY, August 1, 1956.

The Joint Committee of the Senate and the House of Commons appointed to review and report upon the progress and programs of the Federal District Commission in developing and implementing the plan of the National Capital beg leave to present the following as their

### SECOND AND FINAL REPORT

The first meeting was held on March 21, 1956. The last of thirty-two sessions for the hearing of evidence was on June 29, 1956. Attached hereto as appendix "A" is a list of the presentations which were made. Private sessions of the Committee have also been held to consider the evidence, make recommendations and discuss the drafting of a Report to Parliament.

In addition, the Committee visited the offices of the Federal District Commission, the Railway installation at Walkley Road, the Parkways in Hull, the town of Aylmer, and it made a one-day tour of some of the important portions of Gatineau Park.

### PART II

The last Parliamentary Committee to review the work of the Federal District Commission was appointed on May 29, 1944, and it reported to Parliament on August 1st of the same year. Its Order of Reference was the following: "That a Joint Committee of the Senate and the House of Commons be appointed to review the special problems arising out of the location of the seat of government in the City of Ottawa and to report on the relations between the Federal Government and Municipal authorities of the said city and their relative responsibilities in respect of such problems with power to inquire into the matter and things referred to"—

Since the time of the last report the most significant event in the history of the Federal District Commission was the completion of the National Capital Plan under the supervision of M. Jacques Greber. We have received no evidence to suggest that plan should be abandoned. Since ours is the first Committee to have it, we desire to say we believe that, from it, a National Capital worthy of this country and of its people can be fashioned. We believe that when it is implemented it will be a monument around which and within which the historical and cultural interests and activities of our people can be developed. In its preparation studies were made involving geography, topography, history, population, land uses, climate, traffic and transportation, location of parks and public buildings, architecture and other aspects of the problems involved in the creation of the capital of a country. It involves the location and architecture of buildings for Government and other requirements, including buildings devoted to the cultural side of our national life, such as the National Library, the Library of Parliament, the National Gallery and the like.

### PART III

It is clear from the evidence supplied that the cost of the proposed development of the National Capital will be great. The expenditures contemplated



must commend themselves to Parliament. They must be expenditures undertaken in the national interests. Here a series of jurisdictional problems arise. The proposed National Capital area includes portions of the Province of Ontario and Quebec. It is superimposed upon certain municipal organization within each province. As the Plan is brought to fruition, works must be undertaken which affect the sphere of provincial or municipal responsibility. But because they are conceived as part of a scheme for the creation of a national rather than a provincial or a municipal development, these works may be more laborate than would be required for provincial or municipal purposes. Again, since they are to be installed within populous municipalities, they have a bearing upon the works required by these municipalities for their own development. Sometimes, as in the case of driveways and parks, they add improvement which the municipality would not instal, or if it were installed it would be installed upon a more modest scale. At other times the creation of the work of the National Capital imposes upon the municipality concerned the burden of additional services or the building of works of greater magnitude than the municipality alone might undertake.

For the resolution of these conflicts, co-operation between the three levels of jurisdiction is essential. Hitherto, the emphasis is upon co-operation between the Federal District Commission and the municipalities concerned. A greater measure of integration of planning with the provincial authorities should emerge.

#### PART IV

Since the last report of a Joint Committee of Parliament in 1944 there have been some noteworthy changes in the law bearing upon matters relating to the Federal District Commission.

##### (1) *The The Municipal Grants Act, 1950, as amended*

The 1944 report of the Joint Committee of Parliament recommended that the annual grant made to the City of Ottawa by the Federal Government be \$300,000 for a period of five years and at the end of that period that it should be reviewed. In 1950 Parliament passed the Municipal Grants Act, whereunder the Federal Government was authorized to make grants in lieu of taxes to all municipalities throughout Canada wherein a relatively high concentration of Federal Government Real Estate was located. Under this legislation and under the amendment which was made in 1954, the City of Ottawa has received the following amounts in the years stated:

1950 .....	\$ 962,000
1951 .....	1,176,000
1952 .....	1,392,000
1953 .....	1,438,000
1954 .....	1,427,000
1955 .....	2,795,000

The City argued strongly for changes both in the legislation and in the administration thereof to permit increases in the amounts of these payments. We consider that it is not within the terms of reference of this Committee to consider changes in the Municipal Grants Act or its administration. Applications of this character should be directed to the Department of Finance under which the amendment and the administration of the Municipal Grants Act would fall. We must observe, however, that insofar as the City of Ottawa is concerned, the position now is vastly better than it was in 1944 when \$300,000 was the amount of the federal payment to the municipal corporation and, indeed, it

is better now than it was in 1954 when \$1,427,000 was the payment authorized under the Municipal Grants Act. In 1955, the payment under the amended act was \$2,795,000.

(2) *The Planning Act (Statutes of Ontario 1955, Ch. 61)*

This significant Ontario legislation was originally passed in 1946—two years after the last report of a Joint Committee of Parliament. It had been amended at various times and it was re-enacted in 1955. Under it a municipality or a group of municipalities may, within the framework of provincial law, adopt plans for a designated planning area and enforce such plans. This legislation is in addition to the power of a municipality to enact zoning by-laws under Section 390 of the Municipal Act (R.S.O. 1950—Ch. 243). The Planning Act contemplates that Ontario municipalities might make broader and more long-range plans than those which could be made under a zoning by-law pursuant to the provisions of the Municipal Act.

The Planning Act has been invoked for use in the Ontario section of the National Capital area by the creation of the Ottawa Planning Area Board. It seems not too much to say that Ontario municipalities have an onus cast upon them to avail themselves of the provisions of this Act and to establish long-range and far-reaching plans for their future development thereunder. Even if Ottawa were not a Federal Capital it might still be expected that the municipal corporations in the area should invoke the provisions of the Act.

But for the Ottawa area more is available, namely the National Capital Plan. It is not imposed upon the area by any Statute which superimposes upon the City and its environs an additional plan for beautification over and above any municipal plan. As we see it, this National Capital Plan should be developed as far as possible without infringing upon either provincial or municipal prerogatives, without imposing burdens upon activities of either jurisdiction, but also without assuming obligations proper to the Province or the municipalities concerned. Sometimes it is difficult to draw the line.

In the province of Quebec the provisions of Section 426 of The Cities and Towns Act (R.S.Q. 1941, C. 233) and the provisions of Section 392a of the Municipal Code are available to municipalities for zoning purposes. Within the Quebec Department of Municipal Affairs there is also a Provincial Town Planning Branch which assists municipalities in an advisory capacity to carry out municipal planning.

We think that the realization of the National Capital Plan must imply the co-operation of Federal, Provincial and Municipal authorities. In many respects such co-operation is not wanting; in others there is much to be desired. We believe that a series of local demands by individual municipalities or groups of municipalities is no substitute for the reasoned provisions of the National Capital Plan.

The Committee is of the opinion that the over-all plan of the National Capital should be submitted to both the Ontario Minister of Planning and Development and the Quebec Minister of Municipal Affairs. This, if agreement is possible, should be regarded as the background against which all individual cases should be dealt with as they arise. At the same time we think that an appropriate representative of the government of Canada should consult with the above provincial authorities in view of determining ways and means of implementing the plan, and we feel that this could be achieved in such a way that it would be fair to all concerned.

## PART V

*Planning*

We have already indicated that we consider the provisions of the National Capital Plan of 1950 to be the basis for the future development of the National Capital. We would hope that Parliament would continue to vote an annual amount to be used by the Federal District Commission for the construction of the Capital works involved in the plan. Some portions of the plan, however, appear to your committee to be of more urgent importance than others. While we select six works for special consideration we think that as time progresses others may become of increasing importance.

(1) We think that a project of basic importance to be undertaken and completed in the National Capital area should be the elimination of the causes of pollution in the Ottawa River. It seems to your committee that the purpose of the beautification of a capital district would be frustrated if the pollution of this great water resource were allowed to continue unabated. Raw sewage and industrial wastes are dumped into the stream without control and with alarming results.

The Committee had the benefit of the evidence of Dr. A. E. Berry, Director of Sanitary Engineering in the Ontario Department of Health. We desire to record our deep appreciation of the assistance given by Dr. Berry and our admiration for the work he and his department have done in dealing with the problem of pollution. The fact that this evidence before the Committee represented the result of an intensive investigation and research extending over five years, the first official presentation of which was made before us, is recognized as a public spirited service of first class importance.

While we do not have the benefit of evidence from the public health authorities of the Province of Quebec we have been led to believe that their appreciation of the problem and their anxiety to supply a remedy is equally great. At the last session of the Quebec Legislature, an Act known as "An Act respecting the Pollution of Water" was passed, which, when invoked, promises to supply much relief for the problem.

The solution will not come from action on the part of the municipalities, alone, on either side of the river both upstream and downstream from and including Ottawa and Hull nor will it come from the industries, alone, which are contributing to the pollution. We believe that leadership in the form of comprehensive and concrete programmes must emanate from the two provincial authorities concerned. The Ontario Water Resources Commission Act which was passed by the Legislature of Ontario in 1956 seems to us to be a most encouraging step.

We would hope that insofar as the Federal District Commission could help accelerate the installation of the required facilities for Ottawa and Hull they would do so. As has been noted, such projects are primarily of concern to provincial and municipal authorities. However, because of the interest of the federal authorities in the creation of a National Capital in the area and, because of the federal ownership and interest in the shores of the Ottawa River in the district, we recommend that the good offices of the Federal District Commission and financial assistance that could be given to such projects would be made available.

(2) Another project of importance for the development of the National Capital Plan, in our opinion, is the completion of the ten-mile section of the essential elements of the Queensway within the City of Ottawa. A substantial start should be made upon this project almost immediately. Here again the



interest is not mainly federal. But it is hoped that in addition to the contribution already proposed by the Federal District Commission in the matter of right-of-way, some formula can be evolved to permit of a suitable contribution under the Trans-Canada Highway Act.

(3) The Federal District Commission is to be commended for the action it has taken to establish rail-freight facilities in the Walkley Road area, thus completing the first stage of the railway relocation program. We strongly recommend that the Commission be authorized to proceed immediately with the second stage of the program as outlined in its brief. The completion of this part of the program will permit the removal of the railroad tracks from the Interprovincial Bridge, the abandonment of the Sussex Street branch of the C.P.R., the abandonment of the C.P.R. main line along the Ottawa River west of the Ottawa West Station and the elimination of many dangerous level crossings in the west end of the Capital. Included, also, in this stage is the renovation of the Union Station and the removal of local freight sheds and yards to a site immediately east of Hurdman's Bridge, thus permitting greatly-needed improvements to be made to the present congested and inconvenient passenger and express arrangements.

(4) Bridge facilities across the Ottawa River are now inadequate in the downtown sections of Ottawa and Hull. The provision to this requirement again involves the co-operation of two provinces and of a municipality in each province. It is not a federal responsibility. But the need is great. Some help has arisen from the improvements made at the Chaudiere by the Federal District Commission in 1955 and 1956. The acute congestion at rush hours would be greatly relieved if the tracks were removed from the Interprovincial Bridge. Adequate approaches to the bridge on both Ottawa and Hull sides should be constructed at once. An entirely new bridge should be built as soon as possible to take the place of the old bridge.

(5) The Green Belt which could be better described as the Intermediate Zone between the urban and rural areas is a strip of land approximately one and one-half miles wide extending from the outer limits of Ottawa and Hull. It was the subject of much discussion during our sittings.

The Green Belt area is a proposal contained in the National Capital Plan of 1950. We have seen no evidence to disprove its validity.

In the absence of any alternative to the National Capital Plan the Federal District Commission urge the establishment of the restrictions they propose in the Green Belt area at a very early date. Otherwise, one of the important features of the National Capital Plan will be frustrated. Zoning under section 390 of the Ontario Municipal Act, unless it were carried out pursuant to the recommendations of the National Capital Plan touching the Green Belt area would not be acceptable to the Federal District Commission. Such by-laws can be readily amended if they are to be passed at all. The Federal District Commission urge that it be authorized to expropriate the property in the area, hold it, and sell it subject to restrictive covenants as to land use which the Federal District Commission would prescribe.

Evidence given to the committee warrants our hope that some workable arrangement could be made with the municipalities concerned. The Federal District Commission is willing to try to work out a compromise. We urge that an attempt be made to resolve the differences. However, should these negotiations fail, resort might be had to the Minister of Planning and Development for Ontario. It might be possible to invoke the provisions of the Planning Act of Ontario either as drawn or under suitable amendments to provide for the

special circumstances arising in the National Capital area and arising particularly out of the recommendations contained in the National Capital Plan of 1950. We would suggest that this avenue be explored before an expropriation programme proceeds.

(6) *Gatineau Park*. Considerable evidence was adduced with reference to this park area which lies in the Province of Quebec to the north of the City of Hull. We observe that provision for Gatineau Park forms an important part of the National Capital Plan. Already a considerable tract of land has been acquired and some facilities have been installed. We note with satisfaction the plan of the Federal District Commission at an early date to complete the portion of the proposed parkway along the escarpment overlooking the Ottawa River. We believe this will be an attractive feature of the National Capital Plan and, in time, the remaining segment of the parkway can be completed. We think that the policy applied to Gatineau Park by the Federal District Commission has been wise and we say so bearing in mind the onerous financial implications involved in the development of the National Capital Plan within the urban sections of the National Capital area.

The Committee wishes to make certain other recommendations as follows:

(a) With a view of preserving the beauty and dignity of Parliament Hill, we believe that steps should be taken progressively to eliminate as much of the parking of automobiles on the Hill as can be eliminated. We recognize that this involves a study of the parking facilities provided on federal properties throughout Ottawa.

(b) In keeping with the character of Canada, we recommend that all literature, signs and advertising of the Federal District Commission be bilingual.

(c) The abandonment of the Sussex Drive branch of the C.P.R. will no doubt result in some vacant land which will be available for purchase between Botelier Street and Redpath Street. We are of the opinion that the triangle of land formed by Sussex Drive, King Edward Avenue and Botelier Street should be acquired by the federal government for future government buildings. In fact, a somewhat larger triangle, extending up to Cathcart Street, and possibly to St. Patrick Street, might well be developed as a unit, having due regard of course for those uses of the land that ought properly be retained (e.g. the hospital and various properties used for religious purposes.)

(d) We recommend that the Government give consideration to architectural harmony in each district in which new buildings will be located.

## PART VI

We would recommend that the Federal District Commission Act be revised. Since the present Act was drafted the country and the National Capital have developed and it is now appropriate that the Act be revised to bring the definition of the powers, duties and responsibilities of the Commission in line with the development of the National Capital area.

We recommend that the name of the Act be changed to the National Capital Act; that the Commission be called the National Capital Commission.

In view of the magnitude of the plan for the National Capital, and the amount of money involved in developing it, we recommend that the Chairman of the Commission be employed full time at a salary and with a status commensurate with those of a Deputy Minister.

Since one of the main matters in the development of the National Capital area in a way worthy of the National Capital is the control of land use, this inevitably raises a basic issue not only of policy but also of jurisdiction. We feel that continuous efforts are required to solve these problems. We urge



that the federal policy be exercised as far as possible through the ownership and use of property. The major objectives now required appear to be capable of a reasonable measure of fulfilment by these means, plus co-operation with the bodies having jurisdiction in the provincial and municipal field.

### *Acquisition of Land*

The acquisition of land by the Commission involves the use of power of expropriation. When the Federal District Commission Act is being revised we would recommend that the expropriation legislation be also considered, and that the principles on which compensation to an owner whose property is expropriated be re-examined and revised to remove any existing injustices. We recommend that power of expropriation be used where necessary after other means of acquisition have been exhausted.

## PART VII

### *Financial*

(a) In the provision of monies to cover the current cost of operation and maintenance for Federal District Commission properties we believe that the practice providing for a fixed statutory grant should be discontinued. In its place we recommend that the Federal District Commission submit its budget annually to Parliament indicating the nature of the work to be undertaken, the cost thereof and the annual income to be derived from rentals and other sources.

(b) We would agree with the recommendation of the Federal District Commission that expenditures under the National Capital Fund be withdrawn from the jurisdiction of the Financial Administration Act.

(c) Much evidence was adduced by the Federal District Commission as to the adequacy of the annual payments into the National Capital Fund. Since 1948 these payments have amounted to 2½ million dollars per annum. Evidence supplied by the Commission indicates that if this annual amount were doubled the increase would do little more than compensate for increases in costs of the capital expenditures of the Federal District Commission over the level which prevailed therefor for 1948.

As noted previously, certain projects in our opinion should be brought to fruition at a date earlier than contemplated by the Federal District Commission in view of the monies available to it from the National Capital Fund. Accordingly it would appear to be reasonable to recommend that from 1957 onward, the payments into the National Capital Fund should be commensurate with present conditions as to increased costs of materials and wages, and if the views of the committee with reference to the acceleration of certain projects be accepted by the government, then the payments into the fund should be increased accordingly subject always to the approval of Parliament.

In view of the continuing development of the National Capital we recommend that a Joint Committee of the Senate and the House of Commons, to deal with the matter be appointed more frequently.

A printed copy of the Evidence adduced is appended hereto.

Respectfully submitted,

F. W. GERSHAW,  
*Joint Chairman representing  
the Senate*

ARMAND DUMAS,  
*Joint Chairman representing  
the House of Commons.*



## APPENDIX "A"

Briefs submitted by the following and supported by personal attendance before the Committee (in the order of their appearance).

<i>Name</i>	<i>Spokesman</i>
Federal District Commission .....	Major-General Howard Kennedy, C.B.E., M.C., M.E.I.C., F.E., Chairman.
Metropolitan Council of Western Quebec	Mr. E. K. Quipp, Mayor of Hull West, Chairman.
Aylmer Chamber of Commerce .....	Mr. Thomas W. Van Dusen, President.
Town of Aylmer .....	Mr. J. Robert Proulx, Alderman of Aylmer.
City of Hull .....	His Worship Mayor Thomas Moncion.
National Capital Region Branch of the Community Planning Association of Canada .....	Mr. R. S. Ferguson, Secretary.
La Chambre de Commerce de Hull ....	Mr. Alfred Laflamme, President.
The Council of the Corporation of the Township of Gloucester .....	Reeve Earle Armstrong.
Ottawa Ski Club .....	Mr. Herbert Marshall, Director.
L'Union des Chambres de Commerce de l'ouest de la province de Québec ....	Mr. Georges Lessard, N.P., Treasurer.
The Council of the Corporation of the Township of Nepean .....	Reeve D. Aubrey Moodie.
The City of Ottawa .....	Her Worship Mayor (Dr.) Charlotte Whitton, C.B.E.
Home Builders Association of Ottawa..	Mr. Robert Campeau.
Armstrong Construction and Equipment Limited .....	Mr. Maurice W. Wright, LL.B., Counsel.
Canadian Owners and Pilots Association	Mr. R. I. Thomas, Manager.
Mr. R. Percy Sparks, Ottawa .....	Mr. James W. Younger.

*The following were in attendance at the invitation of the Committee*

Mr. Stewart Bates, President and Mr. L. W. Mersey, of Central Mortgage and Housing Corporation.

Dr. A. E. Berry, Director, Division of Sanitary Engineering, Ontario Department of Health.

Mr. Jacques Greber, S.A.D.G., Academie d'Architecture, S.F.U. (Hon.) F.R.A.I.C., A.T.A., Consultant-in-Chief for the Federal District Commission.

Mr. Watson Sellar, C.M.G.

NOTE: Representations were also received from the Civil Service Association of Ottawa in respect to parking facilities for civil servants in Ottawa.

Three meetings, one of organization, and two to consider the report; 32 at which Evidence was adduced. 35 meetings in all.















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